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ABSTRACT

This document is a compilation of papers on adult basic education in corrections presented at eight seminars held for decision makers in corrections. (The seminars provided training in the systems approach for planning and evaluating adult basic education programs for adult offenders in correctional institutions.) The first section focuses on the relationship between personnel training and the design of educational models. The next section is devoted to conceptualization of adult basic education in correctional settings and includes six papers addressed to this topic. The third section is concerned with systematic processing of information for educational management and includes four papers on institutional and community resources, and six papers on the adult basic education learner and the learning process. The fourth section deals with the process of planning adult basic education in corrections and includes six papers on optimizing personnel and time, and three papers on management decisions in corrections. The fifth section is devoted to management decisions related to the provision of learning experiences and consists of five papers on materials and technology for adult basic education in corrections. The last section includes two papers on adult basic education in corrections from the ex-offender's viewpoint. (EM)

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ADULT EDUCATION IN CORRECTIONAL SETTINGS: A BOOK OF READINGS

T. A. Ryan, Editor

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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FOREWORD

This publication contains the papers prepared for the 1971 Regional Seminars on Adult Basic Education in Corrections. Seminars were conducted by the Education Research and Development Center of the University of Hawaii as part of the Adult Basic Education in Corrections Program. The primary mission of the Program is to come to grips with the problem of recycling individuals into the nation's correctional institutions. The program development and operation are addressed to the need for preparing the offender in correctional institutions who are disadvantaged by virtue of educational, social, and vocational deficits for productive and constructive social roles in the free world. The Program seeks to accomplish its mission through a concerted approach of personnel training and model implementation. The Adult Basic Education in Corrections Program provides basic, advanced, and post-advanced training in systems approach for planning and evaluating adult basic education in corrections. In 1971 seven regional basic training seminars and one national advanced training seminar were conducted. Participants in the seminars were decision-makers in corrections. The program in 1971 implemented the theme, "Meeting the challenge of corrections through sound educational management." The Program was based on the premise that educationally and socially deprived adult offenders in the nation's correctional institutions could be prepared through systematically developed and operated programs of adult basic education for useful, productive roles in society.

A number of issues were identified which were related to the theme of the 1971 Regional Seminars. Selected researchers and practitioners were invited to prepare papers on topics which reflected these issues and concerns. The content of the papers formed the basic substance which served at the same time to stimulate the thinking and to contribute to the basic pool of knowledge of participants in the 1971 basic and advanced seminars on Adult Basic Education in Corrections. These papers constitute an important contribution to the scant literature on adult basic education in corrections.

The material included in this publication is presented in major sections. The first section sets the stage, and this is done in a paper by T. A. Ryan on the relationship between personnel training and design of educational models. The next section is devoted to conceptualization of adult basic education in correctional settings, and includes six papers addressed to this topic. The third section is concerned with systematic processing of information for educational management, and includes four papers on institutional and community resources, and six papers on the adult basic education learner and the learning process. The fourth section deals with the process of planning adult basic education for correction, and includes six papers on optimizing personnel and time and three papers on management decisions in corrections. The fifth section is devoted to management decisions related to the provision of learning experiences and consists entirely of a set of papers on materials and technology for adult basic education in corrections. The last section deals with adult education in corrections, as seen from the viewpoint of the ex-offender.

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Honolulu, Hawaii
February 21, 1973

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Program Director

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ADULT BASIC EDUCATION IN CORRECTIONS
DESIGN FOR PERSONNEL TRAINING AND MODEL IMPLEMENTATION

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A Systems Approach for Inmate Welfare

The jails, workhouses, penitentiaries and reformatories of this nation, admit, control, and release an estimated 3 million individuals each year. This is roughly equivalent to the combined populations of Alaska, Delaware, Hawaii, Idaho, Maine, and Vermont. On any day during the year approximately 1.3 million individuals--more than the population of any one of 15 of the states in this nation--are under correctional authority. The American Bar Association (1971) has projected the 1975 average daily population in corrections at 1.8 million individuals. The charge to corrections is to control, support, and correct this very large segment of the nation's populace. This is far from an insignificant responsibility, especially when it is recognized that the offender population constitutes a culture unto itself--atypical in many critical dimensions from the free world society.

Corrections officials estimate that 85 percent of state prison inmates are school dropouts. Over one million individuals in penal institutions in the United States lack the educational and vocational skills for entering and maintaining gainful employment. The American Bar Association (1971) estimates the average educational achievement of offenders at fifth to sixth grade level. The men and women, boys and girls, making up the nation's prison population typically manifest distorted value systems. Most inmates are insecure, exhibit little self-discipline, and have a low self-image. Forty percent of the offenders are without previous work experience. Jaworski (1970) implies the magnitude of the responsibility of corrections in his caution, "What we must never forget is that, barring few, every inmate of our prisons is due to mix and mingle again in society, sooner or later." The American Bar Association (1971) estimates that 96 percent of those incarcerated will walk the streets as free men after an average stay of only two years. In the fact of a recidivism rate generally placed at about 80 percent, the question of inmate welfare is seen as a major social problem of the times.

The Problem of Inmate Welfare

The concept of inmate welfare must be defined in terms of the inmate, encompassing a time span extending from the moment of sentencing throughout the postrelease life of the individual. Providing for the welfare of these individuals means contributing to and supporting the healthy growth and development of each inmate. Each one must be able to grow and develop into a healthy person, capable of enjoying economic prosperity, able to contribute to social and civic betterment, and capable of achieving self-realization. The burden of responsibility is on corrections to provide for the welfare of the inmate. Corrections must create and implement a controlled environment which will direct the growth and development of inmates into mentally and physically healthy persons prepared to accept civic responsibilities, maintain productive social relationship, and maintain gainful employment.

Accomplishment of inmate welfare is a major challenge to corrections. This challenge can be met through a systems approach which supports a total institutional commitment to correcting and redirecting behaviors of offenders--including cognitive, psychomotor, and affective dimensions--so they can become capable of realizing individual wellbeing and contributing to the betterment of society.

The Systems Approach

The systems approach is a scientific process of analyzing, coordinating, relating, and combining elements of an organized, orderly whole to optimize accomplishment of a specified mission. The process involves (1) specification of the system parameters and delineation of the mission; (2) definition of goals and establishment of goal priorities; (3) implementation of the goals in behaviorally defined objectives; (4) determination of resources and contraints; (5) identification of alternative strategies for accomplishing the mission; (6) evaluation of alternatives in terms of consequences; (7) implementation of strategies which optimize system operation; (8) provision for measurement and evaluation with continuing feedback to insure quality control and direct system modification. A systems approach is an operational concept. The process involves the analysis of existing systems and the creation of new systems. A system is an organization or structure of an orderly whole composed of a number of elements related in such a way that each element and the totality of all the parts work together to accomplish the mission of the organization or structure. Ryan (1969) identifies four essential characteristics of a system: wholeness, strength in relationships, mission orientation, and system-environment compatibility. The extent to which a system manifests these characteristics is an index of the efficiency and effectiveness of the system operation. Implementation of the systems approach demands application of systems principles and the use of systems techniques to optimize mission accomplishment.

Basic System Techniques. There are four basic system techniques: (1) analysis; (2) synthesis; (3) modeling; and (4) simulation.

1. Analysis is the process of identifying the parts which make up a whole; determining the relationships among the parts; separating the parts into descrete elements; and limiting so that parts do not lose identity.

2. Synthesis is the process of identifying parts which are essentially unrelated; relating these parts to each other; combining the related parts to form a new whole; and limiting when further combination is either not feasible or not desirable.

3. Modeling is the process of producing highly simplified but controllable versions of real life situation. A model is an analogy of the real world. Models can be conceptualized in different forms. A simplified version of the real world can be expressed as a mathematical equation, a physical device, a narrative, or a graphic analog. A flowchart is a graphic model.

In the models described in this paper, the LOGOS language of flowchart modeling is used. Silvern (1969) published the specifications for LOGOS, a language for optimizing graphically ordered systems. LOGOS is a language which communicates the thought or concept embodied in a group of words or characters of another language. LOGOS is a graphic language. It does not rely solely upon alpha (a, b, c...z) or numeric (1, 2, 3...n) characters. It utilizes other shapes and symbols as well as alpha and numeric characters. LOGOS is a non-mathematical language. LOGOS is a language used in model-building. The thought expressed by a LOGOS flowchart is a conceptualization in the form of a graphic analog representing a real-life situation. A LOGOS flowchart is a flowchart model which is created by using the LOGOS language for flowchart modeling.

In a LOGOS flowchart a function is represented by a functional block, a descriptor, and a point numeric code. A function is shown in a rectangular function block ▭, identified by a descriptor of five words or less, and a point numeric code. The descriptor, whether in the flowchart or in the accompanying narrative is printed in upper case letters (EXAMINE REAL LIFE ENVIRONMENT). The point numeric code which appears in the lower right hand corner of each function box identifies the function. Each major function is coded 1.0, 2.0, 3.0...n.0. The elements which combine to make up each major function are coded 1.1, 1.2, or 2.1, 2.2...n.n. Point numeric codes can be interpreted to indicate how many parts combine to make up a major function. The point numeric codes (1.1) and (1.2) express the concept that major function (1.0) is made up of two parts, (1.1) and (1.2). Signal paths ⟶ describe the flow of actions, information, or objects between and among functions and specify functional relationships among the elements of the system. The flow of actions, information, or objects always is in one direction only. A signal path consists of a tail, a solid straight line, and an arrowhead at one end of the line. Only one arrowhead is shown on any signal path. The symbol Ⓕ stands for feedback and indicates that output from one function feeds back along a signal path to an earlier function which it enters as input and upon which it exerts an effect. The symbol (FF) stands for feedforward, and indicates that output from one function feeds forward along a signal path to a later function which it enters as input and upon which it exerts an effect.

4. Simulation is a process for testing a model or for processing data through the model to see if it produces predictable results. Conceptualization of a model in and of itself will not guarantee high fidelity in the system design.

Silvern (1972) identifies two major purposes of simulation: (1) testing the model and debugging it until it has a high correspondence with reality; and (2) using the model as a problem-solving device. In testing the model, problems are input, processed and reprocessed until all elements and their relationships are identified and appear to be correct. At this point the model design is fixed. The model then can be used for simulation by taking typical problems and running it through the model. This should result in finding alternative solutions and the identification of a best possible solution. Using the graphic model, simulation can be accomplished witha computer or by verbal walkthrough of a model using a real life situation. When simulation is done as an overt activity mentally performed by talking through a problem on a model, Silvern (1972) calls it narration simulation.

Process of Producing a Model. The process of producing a model is shown in Figure 1. Examination of Figure 1 reveals that a model is produced through application of analysis (1.0), synthesis (2.0) and simulation (3.0). Production of a model begins with the careful analysis of the real life environment (1.1). This is accomplished as a team effort of looking at the existing situation, identifying the elements or functions being implemented, and determining the relationships among these functions. Each element, then, is studied carefully to see who is involved, what is done, and where the function is implemented, and the extent to which it contributes to accomplishment of the mission. Analysis of the real life environment should point up needs, that is, discrepancies between wha actually is and what would be the ideal. The existing system should be tested for efficiency of operation by determing the extent to which it can be said to display wholeness, strength in the relationships among the elements, mission orientation, and compatibility with the environment.

Synthesis takes place as a new whole is created in (2.0). The weaknesses in the existing system should point the way to creation of a new whole which would overcome these problems. Synthesis is essentially a process of innovating. A new whole is designed, with functions or elements identified, the relationships among the functions specified, and the contributions of each function to accomplishment of the mission determined.

When synthesis is complete, a flowchart model is drawn to depict the system, showing all the elements and the interrelationships. This flowchart model then is tested through simulation (3.0) by verbally walking through the model (3.1) to see if there are bugs or design inadequacies. The model is evaluated in (3.2) and the malfunctions are corrected in (3.3). The feedback from (3.3) to (2.3) where the model was synthesized makes it possible to abandon the model completely if it is found to be too bad, and start over designing a new one. After the model is found to be as near perfect as possible, and satisfies design criteria, then it can be used in simulation for problem solving, leading to generation of delivery systems (3.2).

Process of Producing and Implementing a System. The production of a model is a major step toward achieving an efficiently operating system. The process of developing and implementing a system is shown in Figure 2. Examination of Figure 2 reveals that after the model is debugged and ready for use in problem solving (3.2), then the system can be fabricated or initiated (4.0). This is the point at which full scale operation of the system begins. The system is maintained in (5.0) which means it continues to operate. During this period of operation, there is continuous feedback from (5.0) to (4.0) so that malfunctions detected in the operating system can be corrected. The (6.0) function, ELIMINATE SYSTEM, is provided so that when the system outlives the time for which it was designed or no longer is meeting the needs for which it was created it will either self-destruct or be eliminated. Systems are made for a finite time period, not forever. Systems are designed for specific environments to accomplish specified missions. When the system outlives its usefulness or when it becomes outmoded or outdated, it should be destroyed or eliminated.

Basic Elements of a Corrections System

Corrections is a system, the mission of which is to correct the offender so that the welfare of society and the wellbeing of the individual will be preserved and maintained. The extent to which corrections implements an efficiently functioning system is a moot question. Only when it can be shown that a correctional institution, in fact, is bringing about the kind of correction in the inmate population to make for social betterment and individual wellbeing can it be said that the system mission is being accomplished.

Accomplishment of the mission of corrections requires two basic elements: personnel training and model implementation. Both elements are essential. Either one by itself is not sufficient. Models must be synthesized to accomplish the mission of corrections and these models must be implemented. Personnel must be trained in model design and must be prepared to direct and support model implementation. It is not enough to have a model that could produce an efficient system to support and contribute to inmate welfare. There must be trained personnel at the institution or agency where the model is to be implemented, if the full potential of system operation is to be realized. It is not enough to have personnel trained in the use of systems techniques. There also must be model design and implementation. Training and model implementation are two essential elements for an efficient corrections system.

Training must be provided on two levels. There is need for national and regional training. This serves the extremely important purpose of bringing together individuals from different settings, with different experience backgrounds, different biases. From this kind of personnel mix, real innovation can be achieved. The individuals selected for the national and regional training programs can become the leaders for the training that must be provided at institution or agency level. Both kinds of training are needed. Either one, by itself, is not sufficient.

Model design and implementation are essential ingredients in the corrections system. A conceptual model and implementing delivery systems for individual institutions or agencies must be produced. The synthesis of the conceptual model is a prerequisite to design of delivery systems.

Accomplishing the mission of corrections requires a scientific approach in which training and model implementation are coordinated, related, and combined to optimize system operation. This systematic approach relating personnel training and model implementation is achieved in the Adult Basic Education in Corrections Program.

Adult Basic Education in Corrections System

The Adult Basic Education in Corrections Program is a system exemplifying an interdisciplinary, interdepartmental, interagency marshalling of forces to achieve inmate welfare in state and federal institutions. The primary funding agency of the program is the Division of Adult Education, U. S. Office of Education. Forty of the fifty states are participating in the program by supporting participants in training seminars and system implementation in correctional institutions. The U. S. Bureau of Prisons has invested a large sum to support seminar participants from the federal system and implement models designed by participants. The Law Enforcement Assistance Administration has contributed to support of participants in the training seminars. Substantive contributions to the program have been made by state directors and commissioners or corrections, headquarters staff of the U. S. Bureau of Prisons, wardens and superintendents from state and federal institutions. The continued commitment to the ABEC Program by wardens and superintendents across the nation through their involvement in and contribution to the seminars is moot testimony to document the concern of corrections administrators for the welfare of the imnate population, and their desire to meet the national mandate for continuing improvement in the total justice system.

In four-fifths of the states over the last three years the wardens and superintendents have demonstrated their concern by sending their staff members to the ABEC regional and national seminars, and by supporting implementation of models created by their corrections personnel in the seminar. In over 100 of the state and federal institutions there are staff members who have received specialized training in systems design and evaluation, and there are models of delivery systems of adult basic education in some stage of implementation. This contribution to inmate welfare has come about because of the training and model design provided through the Adult Basic Education in Corrections Program, and the dedication of corrections administrators who have endorsed trainees and supported model implementation.

Personnel Training

The Adult Basic Education in Corrections Program has provided basic, advanced, and post-advanced specialized training in systems approach for planning and evaluating adult basic education in correctional settings. Since 1969, 285 individuals received basic training in the seminars. Sixty-seven persons received advanced training. Nine individuals completed 18 weeks and 3 individuals completed 20 weeks of basic, advanced, and post-advanced training. Fifty-two persons have been trained as instructors. Fourteen individuals have implemented the role of instructional team leader.

The participants in the training program have included prison administrators, business managers, personnel officers, correctional officers, prison industries personnel, librarians, classification and parole personnel, academic and vocational administrators and supervisors, and teaching personnel. For the most part, institutions and agencies have supported interdepartmental teams of trainees. One of the most important spinoffs from the Adult Basic Education in Corrections Program has been the interdepartmental communication and cooperation which developed through the seminar participation.

The basic training seminars implement three primary goals: (1) increase of participants' knowledge and understanding of corrections, adult basic education, and systems approach; (2) development and improvement of skills for using systems techniques in planning and evaluation of adult basic education systems in corrections; and (3) fostering attitudes and feelings about the importance of positive change in corrections through systematic planning and evaluation. In addition to the three primary goals implementing changes which will take place in the participants as a result of the seminar experience, each seminar promised product outcomes in the form of models for institutional delivery systems created by the participant teams under supervision and direction of the instructional staff.

The advanced training seminars implemented three primary goals: (1) increase of participants' knowledge and understanding of corrections, systems approach, and adult education; (2) increase in skill proficiency in using systems techniques for planning and evaluation and development of specialized skills for teaching adults in short-term training sessions; and (3) enhancing attitudes and feelings about the importance of positive change in corrections through systematic planning and evaluation. The advanced training seminars resulted in the design of delivery system models for conducting short-term training seminars. In the basic training program, participants gain the essential knowledge and develop minimal skills for use of systems techniques in planning and evaluating education in corrections. In the advanced seminars, participants increase their knowledge and improve their skills to a higher level of proficiency, and learn how to develop and implement systems for effective planning, instructing, and evaluating in short-term training seminars. The advanced seminars prepare participants for leadership roles as instructors or technical assistants beyond their institutional assignments.

The need for training in national and regional seminars continues to be an important aspect of the training element in the corrections system. This need will be in 1973 through a series of regional seminars which will focus on training participants to use systems approach for design of career education models. The need for preservice and inservice training at institutional and agency level is one of the priorities in corrections today. The ABEC Program is contributing to institutional and agency training through the instructional teams and technical assistants prepared to conduct training seminars and workshops and the provision of instructional packets especially designed for preservice or inservice workshops in institution or agency settings.

Model Implementation

The function of model implementation is carried out through the production of a conceptual model which is implemented in delivery systems designed to fit the environment and meet the needs of individual correctional institutions. The Adult Basic Education Program has produced a conceptual model and 115 delivery systems. The conceptual or generalized model is used in simulation to test the real life situations in correctional institutions and direct the design of delivery system models. The conceptual model elucidates the process of designing the delivery system which will turn out identifiable products. The products of the adult basic education in corrections delivery systems are the inmates characterized by the manifest behaviors--cognitive, psychomotor, affective--resulting from the environment and experiences provided by the system. The ultimate outcome from operation of the delivery system will be the accomplishment of inmate welfare.

The conceptual model of adult basic education in corrections resulted from a specifiable sequence of events. These events followed the general model for producing a model described in Figure 1. The first step was the study of the real life situation in corrections in the nation. This was accomplished through survey, interview, and site visits to collect information which was analyzed. The existing situation was compared to an ideal one, defined by a consensus of prison administrators and inmates. The discrepancies between what was and what was depicted as the ideal constituted assessed needs. The task then was to find a solution to meet the needs. This was accomplished in early 1970 when in each of two independently held 24-day seminars models were created. The two models were synthesized into what became the trial version of the conceptual model of adult basic education in corrections. In 1971, sixty-six simulations were made, using the conceptual model. These simulations or tests carried out under conditions made to resemble as nearly as possible the real world resulted in the design of delivery systems for management of adult basic education in sixty-six institutions, and also in the debugging of the conceptual model (Ryan, 1972). In 1972, forty-nine simulations were made by teams in the regional seminars, resulting in the design of delivery systems for instructional programs in their correctional institutions. Feedback from the simulations and analysis of the delivery system designs pointed out malfunctions in the conceptual model and directed revisions needed to correct design errors. The conceptual model of adult basic education in corrections has been evaluated and debugged, and has been implemented in 115 delivery systems. The conceptual model can continue to be used in simulation for solving problems in system operation in correctional institutions. Continued implementation of the conceptual model will be realized through the continuing design of delivery systems for individual correctional institutions.

Adult Basic Education in Corrections Model. The conceptual model of adult basic education in corrections is comprised of seven major elements:

ANALYZE REAL LIFE ENVIRONMENT (1.0); STATE PHILOSOPHY (2.0); ASSESS NEEDS (3.0); DEFINE SYSTEM GOALS, SUBGOALS, OBJECTIVES (4.0); FORMULATE PLAN (5.0); DEVELOP/IMPLEMENT/EVALUATE PROGRAM (6.0); and EVALUATE SYSTEM (7.0) (Ryan, T. A.; Clark, J. D.; Hatrak, R. S.; Hinders, D.; Keeney, J. C. V.; Oresic, J.; Orrell, J. B.; Sessions, A. B.; and Streed, J. L., 1972). A flowchart model showing the relationships among these seven functions is shown in Figure 3.

ANALYZE REAL LIFE ENVIRONMENT (1.0). The basis for sound program planning is a clear picture of the system capability. This system description including all the elements which are part of the system universe can be accomplished by analysis. This is the process of identifying the elements in the system, determining the way in which these elements are related, separating the elements into discrete parts, and setting the limits to establish the system boundaries. Analysis of the real life environment must include an identification and description of institutional setting and functions and of the offender population. The institutional setting establishes the environment in which the system will operate. The functions include securing and controlling the institution, administering and maintaining the institution, and treating and correcting the offenders. The results of the analysis provide the basis for defining the system parameters, that is, the requirements of the system, including time, budget, personnel, space, facilities, and learners.

ESTABLISH PHILOSOPHY (2.0). The philosophy of corrections, adult basic education, and the institution or agency are stated in (2.0). A philosophy is equated with belief systems, assumptive bases, presuppositions, and propositions which guide program decision-making. The philosophy presents beliefs about desirability of and responsibility for changes in the behaviors of the offenders. The statement of philosophy undergirds the subsequent selection and strategies to facilitate correction. The philosophy determines who does what at what point in time to achieve what purpose.

ASSESS NEEDS (3.0). In (1.0) the real world was analyzed and parameters of the system were defined. In (2.0) the ideal world was described. The discrepancies between the real and ideal constitute needs. The needs are assessed in (3.0) by comparing the real world (1.0) with the ideal (2.0), and determining the differences.

DEFINE GOALS, SUBGOALS, AND OBJECTIVES (4.0). Once needs are identified, then the task is one of defining goals, subgoals, and objectives. Clarity in stating the goals and objectives is of paramount importance. Systems procedures generally have been defined in terms of two basic operations: stating goals to resolve identified problems, and organizing procedures to achieve the defined goals. A critical point in using systems techniques is reached when system mission, goals, subgoals, and objectives are defined. Every element or function within the system is evaluated in terms of one basic question: Does the element or function contribute substantially to achievement of system goals? A spectrum of objectives should be available to implement broadly stated goals.

Four goals of adult basic education in corrections have been defined: the achievement of self-realization; the development of economic efficiency;

the achievement of civic responsibility; the development of social relationship capabilities. These goals must be implemented in each situation in subgoals and objectives that reflect the needs of that institution. The subgoals and objectives defined in (4.0) are management or system subgoals and objectives. The management objectives will direct the system operation. They should be subjected to a quality test (Ryan, 1972). This is done as each objective is given the SPAMO test, considering it against criteria of specificity, pertinence, attainability, measurability, and observability.

FORMULATE PLAN (5.0). The crux of systems technology lies in the design of plans. The plan formulated in (5.0) provides for the mission statement, identification of resources and constraints, description of alternatives for reaching the goals, evaluation of alternatives, and selection of a plan. Synthesis is employed in formulating plans. Synthesis is a process of identifying unrelated elements, establishing relationships among them, combining the elements to create a new whole, and establishing the limits. Synthesis is synonymous with innovation. The formulation of a plan is akin to innovating.

DEVELOP/IMPLEMENT/EVALUATE PROGRAM (6.0). In this subsystem, the plan formulated in (5.0) is activated. This requires the continuing survey of research to feed into the program development and operation the empirical findings from learning psychology, social groups, and human growth and development. It is here that curriculum guides are developed, hardware and software are evaluated and selected, potential learners are screened and assigned to appropriate learning environments, and pre-and protests are administered to check on instructional strategies.

EVALUATE SYSTEM (7.0). Measurement of outcomes is a precondition to evaluation of plans formulated in (5.0) and validation of strategies implemented in (6.0). Measurement precedes evaluation, as data from measuring operations provide the basis for determining amount and direction of change. Evaluation is the process of determing the value of performance. Two models of evaluation should be implemented: internal or self-evaluation and external or outside audit. Evaluation should be made on two time dimensions, immediate and long-term or followup. The results or evaluation feed back into the system and control system modifications. Through evaluation the effectiveness of the system is determined and accountability is achieved.

Delivery System Implementation. Implementation of the conceptual model is achieved in the design of delivery systems. In the flowchart model for producing a system (Figure 2) it can be seen that the creation of the conceptual model (2.0) and the simulation resulting in design of delivery systems (3.0) is only half way to meeting the challenge for improvement in corrections. The system fabrication or initiating the operation of the system still has to take place in (4.0), and the system must be maintained, that is, operated in (5.0). Putting the delivery system into operation is no small order. Complete implementation of the conceptual model will be realized only when each of the delivery systems has been initiated and is in operation. To achieve this goal, two ingredients are needed: a design for implementing delivery systems in correctional institutions; and corrections personnel to support the implementation plan. The corrections personnel are here. The task is to create the design for delivery system implementation.

Conclusion

The two essential elements for realizing the goal of inmate welfare are personnel training and model implementation. Training must be provided at national and regional level and in institutional and agency settings. The conceptual model of adult basic education in corrections has been designed, evaluated, and debugged. The model has been implemented successfully to produce 115 delivery systems. The challenge at hand is twofold: continuing use of the conceptual model to produce delivery systems; and the initiation and operation of the delivery systems in correctional institutions.

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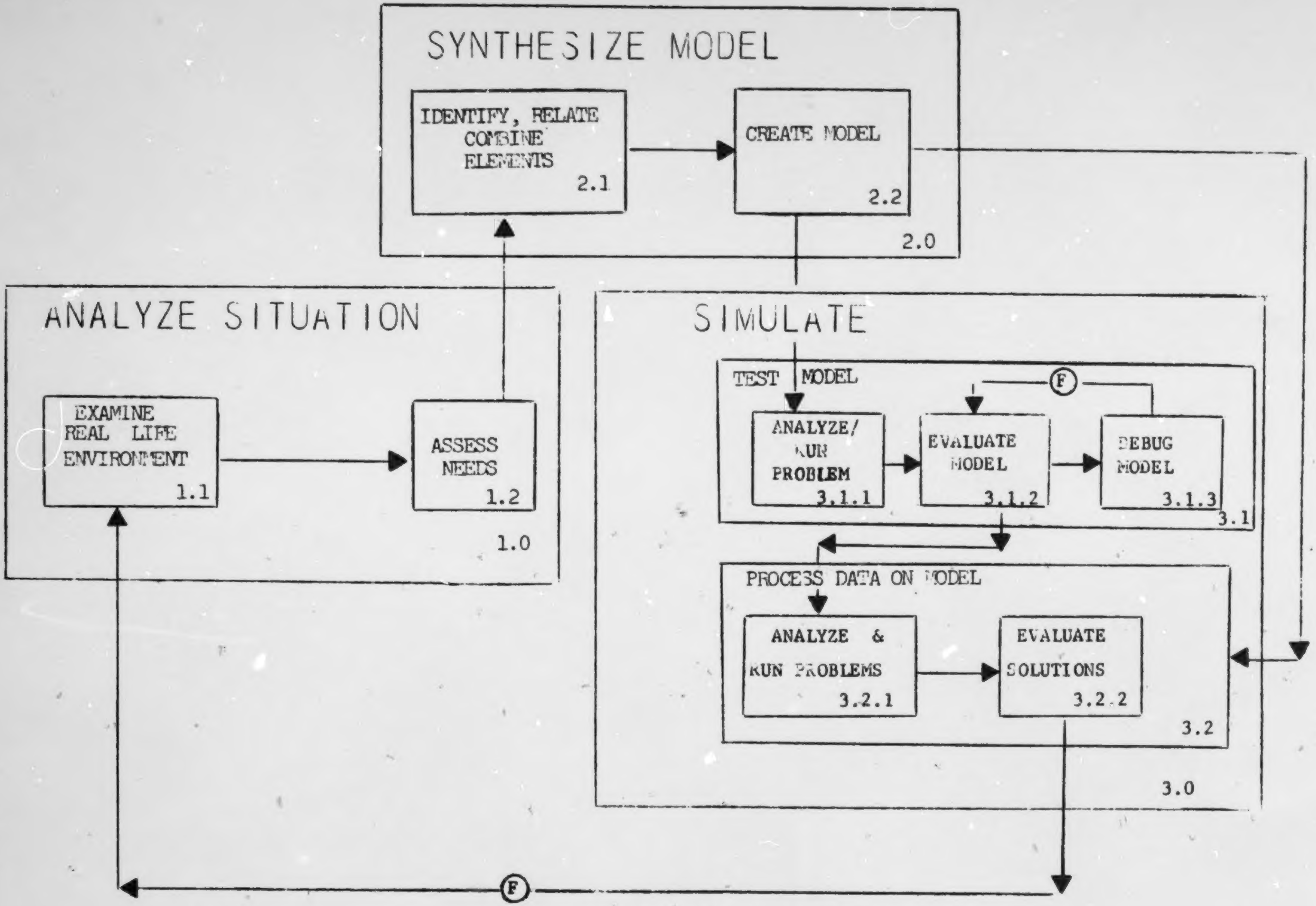
SYNTHESIZE MODEL
IDENTIFY, RELATE COMBINE ELEMENTS
2.1
CREATE MODEL
2.2
2.0
ANALYZE SITUATION
EXAMINE REAL LIFE ENVIRONMENT
1.1
ASSESS NEEDS
1.2
1.0
SIMULATE
TEST MODEL
ANALYZE/ RUN PROBLEM
3.1.1
EVALUATE MODEL
3.1.2
DEBUG MODEL
3.1.3
F
3.1
PROCESS DATA ON MODEL
ANALYZE & RUN PROBLEMS
3.2.1
EVALUATE SOLUTIONS
3.2.2
3.2
3.0
F

Fig. 1 Model for producing a model

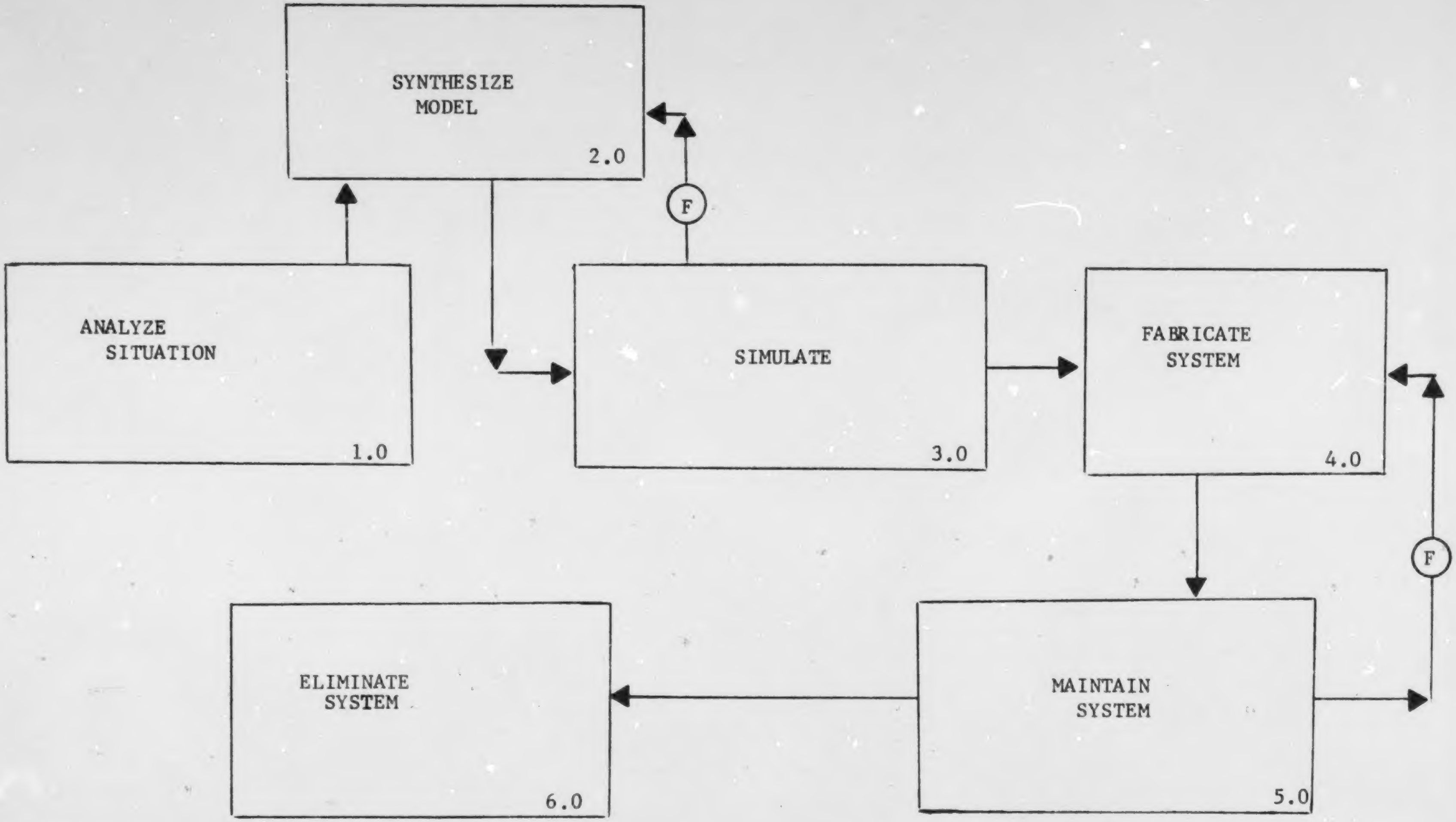
SYNTHESIZE MODEL
2.0
F
ANALYZE SITUATION
1.0
SIMULATE
3.0
FABRICATE SYSTEM
4.0
F
ELIMINATE SYSTEM
6.0
MAINTAIN SYSTEM
5.0

Figure 2. Model for Producing and Implementing a System

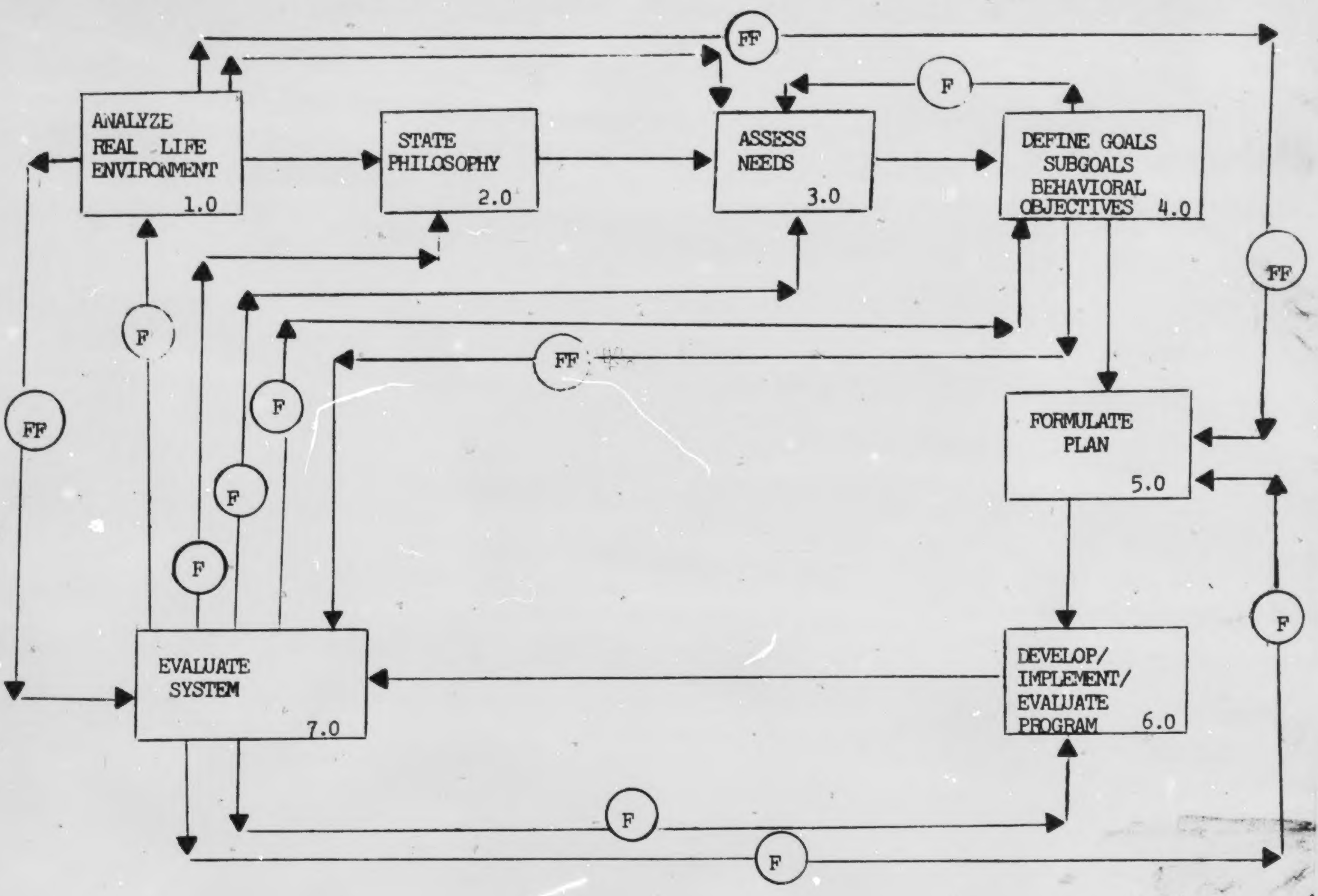
ANALYZE REAL LIFE ENVIRONMENT 1.0
STATE PHILOSOPHY 2.0
ASSESS NEEDS 3.0
DEFINE GOALS SUBGOALS BEHAVIORAL OBJECTIVES 4.0
FORMULATE PLAN 5.0
DEVELOP/ IMPLEMENT/ EVALUATE PROGRAM 6.0
EVALUATE SYSTEM 7.0
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Figure 3. Conceptual model of Adult Basic Education in Corrections

Footnotes

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CONCEPTUALIZING ADULT BASIC EDUCATION IN CORRECTIONAL SETTINGS

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Introduction

With the growing concern of America on low income and minority groups has come an awareness of the need for adult basic education. From voluntary efforts and marginal programs for literacy and citizenship have grown organized programs in all fifty states and federal funding. Originally defined as education equivalent to elementary schooling for adults this definition has been extended to encompass education through high school. Ruckhim (1969) has suggested the term "compensatory education" and feels that older adolescents and adults should be education for admission to college.

Although adult basic education finds most of its clientele among the socially disadvantaged, it is not confined solely to this group. In an article about the program in San Antonio, Wright (1970) says, "one startling discovery was that not all illiterates are found in poverty or low income areas (20-7)." Many who came to the program were from the middle class, housewives, skilled workers and some businessmen. With the success of these programs other institutions began to utilize adult basic education programs - although basic education had been used in some prisons, it is only very recently that any widespread interest has been shown. If this interest is to become action then the concept of adult basic education must be understood and accepted by all concerned.

Objectives

One approach to seeing adult basic education is to consider the objectives. The Curriculum Guide of the Office of Education (1969) states: "The goals of adult basic education program may be stated as follows:

1. to increase opportunities for employment
2. to improve family living through consumer, sex and health education
3. to develop informal participation in democratic decision-making process (1)."

Actually these purposes are not immediate to the prison setting and more definitiveness is needed. A more specific and relevant list might be state as:

1. to provide an information base for personal growth and development and further education

2. to give each participant the skills necessary for participation in vocational training

3. to provide a knowledge to function in society and with its members

4. to provide meaningful leisure time activity

5. to motivate individuals to enlarged goals and directions

6. to remove barriers of cultural deprivation

Undoubtedly others may be added to this list, especially in connection with specific programs of basic education, but the above are common to nearly all programs. The question immediately arises regarding the compatibility and appropriateness of the adult basic education programs in prisons. How do these objectives fit with the objectives of the penal institutions?

Realistically and unfortunately there are two different concepts regarding offenders and how they should be treated. Many in society and hence many prison administrators would hold the view that prisoners should be separated from society, should be punished, should be degraded, should repent of their transgressions, should carry the brand or stigma on release. They are less than human to many and animal treatment has been common in the past. The more modern concept has been that prisons are a place of rehabilitation which should send functional people back into society.

Before pursuing the relationship of the adult basic education program to prison objectives, it is important to understand some of the rationale in the philosophy of differing prison approaches. Ramsey Clark (1970) said, "Ninety-five percent of all the expenditures in the entire field of corrections in this country goes for custody--iron bars, stonewalls, guards. Fiver percent goes for health services, education, developing employment skills--for hope (100)." He also pointed to the difference in money available noting that federal funds provide almost three times as much for investigative and enforcement agencies as for corrections. Therefore, the limitations and directions must be considered that of society and not prison administration.

There is almost a single objective in this type of institution and that is to keep the offender physically separated from society. Fear and punishment are the usual tools employed to maintain discipline. Any work activities normally have limited application to the outside world. Most work and recreational activities are for the benefit of society and not the inmate. In federal prisons, usually considered the most enlightened, which have no program of meaningful education and training, the failure rate for those on the work release program is 50 percent compared with 5 percent for institutions with meaningful programs. (Clark, 1970). Coleman (1964) says that estimates run from 40 to 70 percent for criminal behavior following release from prison. This would almost suggest an objective of recommitting all former inmates.

The second type of institution could list its objectives as:

1. to return to society useful and contributing citizens
2. to establish realistic personal goals
3. to equip individuals with skill and competence to compete successfully in the labor market
4. to enable inmates to relate positively to others
5. to accept prison as a place of rehabilitation

Clark (1970) has stated it as: "The goal of modern corrections must not be revenge nor penance, nor punishment but rehabilitations (102)."

The Prison Administrator and Adult Basic Education

It must be recognized that it is not proposed that adult education alone will solve all the prison's problems or lead to total rehabilitation but it is one tool that is necessary in reducing recidivism and in developing citizenship. Vitek (1967) says, "Education, as a potent weapon in changing values of mankind, has returned many hardened criminals to the free society and a new life (111)."

Even in prisons which may not be concerned with these views, adult education can be an aid to the administration. Several recurrent problems are common to most prisons. Boredom, lack of hope and resentment are evidenced by hostility, surliness, escape attempts, and even mutiny. Programs of education can give hope and purpose, meaning to time, understanding, and can lead to the development of future goals and plans. Although hampered in the past by lack of money, this is no longer a handicap. However, the program itself can be inaugurated without large expenditures. The challenge is to try a new approach instead of clinging to the traditionalism of the past. The effort may surprise the administrator by the results obtained. Vitek (1970) comments, "It has been long recognized by psychologists that education is one of the most effective tools within a prison in the rehabilitation or treatment program (111)."

Probably at the heart of the issue is the basic philosophy of administrators and even society. If there is a deep belief in a democratic philosophy then individual worth must be recognized even for those who have transgressed society's laws. "A democratic philosophy is characterized by a concern for the development of persons, a deep conviction as to the worth of every individual, and faith in the ability of groups of people to reach wise decisions. It puts people ahead of things. When applied to the organization of adult education, a democratic philosophy means that the program will be based on the real needs and interest of the participants. It means that there will be a maximum of participation by all members of the organization, that there will be cooperative sharing of the responsibility. Knowles (1950) (169)."

Any program must have the support and help of the total staff. The administrator cannot give token approval and expect a program to succeed. The adult educator must continually seek to gain understanding and approval from the administration. He must also seek to involve others in the program. Even the role of guards should not be passed over in a functioning system.

Not to be overlooked in the program of education must be the acceptance of the program by the prisoners themselves. At least a part of this acceptance will be the way in which the prison administration looks at the program. A commitment to the program by the administration is most easily detected by the inmates; just as no commitment is seen. If the administration is not in accord with the program then the prisoners will attach no improtance to it and will give only nominal and token involvement.

Objectives to new programs are often marked by such phrases as: "breaks down the discipline," "molly-coddles the prisoners," "disrupts the routine." The warden of the Illinois Penitentiary reacted, "one of the foremost concerns in maintaining an educational atmosphere in a penal situation is the maintenance of disciplined study. Particularly at Pontiac, we find young men who have heretofore lacked proper discipline in previous education pursuits, can readjust an academic education presented in a sound and interesting manner as well as placing demands on the student, can be a challenge that inmate students want to meet. A program such as ours could not possibly exist without good disciplinary practice. Vitek (1970) (112)."

The prison administrator may conclude that a well organized, efficient machine should be dedicated to the purposes for which it was created and this demands instant obedience and total cooperation of all the staff. Institutional efficiency requires that there be no variation from the regulations which control the organization's activities. The staff must dedicate themselves unselfishly to the purposes of the institution. On the other hand, the individual should have the opportunity to attain his maximum stature through exercise of his own initiative. Only by keeping these two ideas in some reasonable balance can the administrator expect the institution to function effectively. Full account must also be taken regarding security in balancing the structure of the organization.

The Educators

Part of the dilemma of the prison administrator in dealing with the structure can be solved by the use of educators who can function efficiently in the program. Ideally the educators working in the adult education program should have:

1. skill and experience as a teacher in the areas of basic education
2. an understanding of the psychological and sociological background of the students
3. an understanding of the scope and complexities of the corrections setting
4. an ability to function as a team member and utilize proper channels
5. attributes of leadership including the ability to stimulate and motivate

6. common sense including the ability to be flexible and be open to reason

7. skills to evaluate work of others and self

8. concern for helping others.

Depending on the size of the program the education staff may be more than one person. In this event an administrator of the adult basic education program must be sought. In addition to the attributes listed above these additional qualifications would be desirable and needed:

1. has knowledge and can apply administrative principles

2. ability to develop and refine objectives of the program

3. competence and knowledge to train teachers and leaders

4. make provisions for counseling and guidance

5. capabilities to supervise the program and staff

6. ability to promote and interpret the program to others

7. knowledge of method and content and skill in curriculum building

8. is able to provide in-service training for the staff.

As was indicated these attributes would constitute an almost ideal education administrator but they are reasonable and should be the basis for selection by the prison administrator.

The adult educator must set objectives for himself. Houle (1956) lists six desirable objectives for adult educators. These could be summarized as:

1. a sound philosophic concept of adult education

2. an understanding of the psychological and social foundations on which all education and particularly adult education rests

3. an understanding of the specific agency in which he works and the relationship of the adult education program

4. an ability to undertake and direct the basic process of education

5. personal effectiveness and leadership in working with others

6. a constant concern with the continuance of his own education throughout life.

In developing the concept of adult basic education several factors deserve consideration. Too often adult basic education may be visualized as an end within itself and that development of these educational skills may be narrowly conceived as a terminal goal. If this view is taken, it leads to further dependency of the inmate. The prison education program, as any other education program is to teach developmental learning so that an individual is better able to make wise choices, solve personal problems and mature. The teaching of skills is a part of this development but are not answers in themselves. As Sheats (1966) says, "we are aware that learning is not a property to be acquired but a process...ongoing, incessant and of necessity structured." In the words of Silberman (1970), "Education should prepare people not just to earn a living but to live a life - a creative, human and sensitive life (1.)."

As previously noted, the adult basic education program was popularized in assisting the lower socio-economic people. These same people constitute the majority of those in prison. This poses another problem in the education program. Riesman, Cohen and Pearl (1964), "While it is incontestable that prisons, training schools and probation caseloads draw disproportionately from the economically disadvantaged, this fact has not been sufficiently appreciated in rehabilitating the offender. Too often programs that make sense by middle class standards are completely inappropriate for low income persons (459)." The prison educator must be able to devise programs and methods that can be best utilized by the disadvantaged. The materials for teaching and study must be appropriate to the background of these individuals.

A similar problem is encountered with the school dropout. Warden Vitek (1967) reports that nearly 90 percent of all youthful offenders are school dropouts. The fact the individual drops from school often means that he does not see the possibility of succeeding within the system. "The undereducated adult has a tendency to be easily discouraged. His self-education may be one of failure and his outlook on life is dim. He must be encouraged continually through a positive approach. Donohue, Brewster, Harris, and McCarthy ( ) (147)."

Motivation is a key to unlocking doors for the underpriviliged and the undereducated. Unfortunately, there is no formula for installing motivation and ways that succeed with one individual may fail with another. Goodman (1970) contends, "The concept of stimulating one's capacity to ready by capitalizing on his personal interests and by teaching him as a valuable person seems simple enough. Making it work requires careful, expert planning (51)." Havighurst and Orr (1956) add, "we suggest that adult education has a function to perform in the clarification and stimulation of conscious motivation for adult learning experiences. We cannot stop with merely stating that 'people don't know what they're missing.' We must find ways of helping them to see what they are missing. We must be able to show them, to give them some idea of how adult education courses can increase their satisfaction in living (62)."

To the suggestions of capitalizing on interest, recognition as an individual, planning, positive approach, setting example, and stimulating for motivating individuals can be added establishing goals, adopting a value system and helping an individual to feel worthwhile. Consideration should also be given to a system of rewards. Penologist and psychologists have found that rewards are a better way of achieving results than punishments.

Attitudes cannot be imposted from above. Only as the individual is encouraged to try a new approach, to change behavior, or to engage in new activities and finds success and reward in this new approach and sees continued success will it be internalized and become a part of him. In this same context, motivation is not induced by preaching or advice, and punishment must be considered as negative in motivational approaches.

Havighurst and Orr (1956) state, "Adult educators face the task of assisting people to clarify their personal and social goals, stimulating them to evaluate the satisfactions and dissatisfaction in their lives, helping and guiding them, implementing their efforts to find satisfying ways tomove toward achievement of their goals (64)."

As noted earlier, literacy and lack of education are not confined to the lower socioeconomic group. These same factors can also be found inside prison walls. However, not all inmates are candidates for an adult basic education program. Many can profit from higher education. However, in most prisons, particularly larger state and federal prisons, there are some inmates who are well educated and can form an important resource for the adult basic education program. Even high school graduates can function effectively as teachers. Vitek (1967) suggests that inmates be used and cites the success in the Illinois prison system. He advises against involving the inmate teacher in curriculum development but with proper experiences and supervision this would also seem feasible. Any program who use inmates as instructors must include a program to teach those in the mechanics of teaching and proper presentation of the subject matter. The individuals used in such a system must be carefully chosen. The use of inmate-teacher has a two-fold benefit. First, it gives the inmate-teacher purpose, recognition and a sense of being useful and worthwhile. Second, it gives the pupil inmates a sense of belonging and dissolves barriers that often exist with officialdom.

The Prisoner and the Adult Basic Education Program

Not only must the program of adult basic education be conceptualized to the public, to the prison administration and staff, it must also become a working concept for the inmate. As has been mentioned, the offender must find meaning and purpose in the education program. There are several points that need to be investigated and their import carefully analyzed.

Murphy and Kuhlen (1955) says, "...there are in adults' lives two contrasting needs: a positive force toward the achievement of positive goals, an expression, a progression of the individual; and a negative force, an increasing need to conserve and to protect against loss, often shown in a defensiveness that results in self-limitations and handicapping (23)." This negative attitude is most noticeable in the inmate. Only as he can see the positive aspects of the program and recognize the progression possible for self does a concept have a chance to develop. This means a "selling" program and not merely announcing the classes will be held. Some may come to escape other duties and until convinced that the program is for them will remain negative.

Donohue et al ( ) point the danger of using a condexcending attitude based on the subject matter saying, "Although functioning at a primary level there is need to be treated as an adult." If a teaching approach is used in which adults are treated as elementary or even secondary students then resentment will occur and the adult basic education program is avoided.

Colemen (1964) points to another problem which could affect the prisoner education program. He says that there is a change in the type of prisoner. Formerly, prisons for the most part housed "professional" criminals. In the past few years, there has been an increase of the psychic type-the criminal who gets his "kicks by committing senseless acts of violence. His criminal acts are spontaneous and unpremeditated. Violence makes him feel good. It is extremely doubtful that the adult basic education program can provide the therapy needed by these individuals. Unless psychiatric help is available and it is recommended they participate in the program, then the psychic type of criminal should be excluded from the program. The probable behavior of these individuals indicates disruption, particularly with the class as an audience.

Murphy and Kuhlen (1955) list another area of concern, "Very commonly in both adults and children the material may arouse consciously or unconsciously, dread or shame or guilt or rage. One of our profoundest and most universal difficulties in teaching either adults or children is that the material presented may unexpectedly remind one of earlier situations involving fear, rage or guilt or the learning situation may be surrounded with emotions highly irrelevant to the task at hand (8)." The renewance of past concepts of failure should be avoided if possible and if the material or class reawakens these past feelings then the teacher or counseling and guidance program must dissipate these feelings.

Kindred to the feeling expressed above is a role or task preception in which the individual will feel he is not living up to a self role concept. For example, learning to read may be considered a sissy task with a resultant loss of masculinity. Whether this be a self preception or a feeling induced by others, the results are equally devastating. The student must be given resources to make the new role logical, realistic and reassuring. Talks by men recognized for their masculinity who can attest to the benefits of an adult education program may be used. Self reliance should also be developed through the program.

The development of a concept for adult basic education among inmates must be based on a personal reward system. This is not something which is done for the benefit of others but for self advancement. William Glasser (1965) who was associated with a girl's reformatory said, "we confront each girl with the reality of the world as it is and point out that regardless of difficulties and circumstances, it is up to her to be responsible now. Showing reality to her, however, would be worthless unless we provide a program in which she could learn and demonstrate her progress to her own satisfaction (71)."

Values and Goals

Donohue, et al ( ) say, "undereducated adults may have unrealistic personal goals. Their idea as to what school can do for them is sometimes out of proportion to their ability. It seems necessary for the goals to be established in relationship to the individual." Glasser (1965) thinks that goals are often set too low rather than too high. He agrees that goals must be realistic and obtainable and fitted to an individual's needs.

Part of the adult basic education program is involved in assisting individuals to set goals. This goal setting must involve both short and long range goals. Short term goals should be consistent with, and a part of long range goals. Long range goals might be obtaining a high school diploma or getting a job after release. Unless goals are set, the individual will tend to lose interest and be a potential dropout.

Certain goals are set by the program itself. These must be presented in such a manner that they are accepted as personal goals by the individual. The education program must also encourage and assist the individual to develop goals to which he is willing to commit himself for the attainment of his own personal success.

One factor that is important in setting goals is that they are consistent with the value structure of society. The needs that an individual may see or accept may be outside accepted societal values and may be one of the reasons he is in prison. Tax, Diamond, Rainwater, Mangin, and Bharti (1968) note, "The lower class does not have a separate system of ultimate values. Lower class people do not really 'reject middle class values.' It is simply that their whole experience of life teaches them that it is impossible to achieve a viable sense of self-esteem, or to depression and self construction to ward off the pain of knowing that one cannot be as he wants to be (43)."

The adult basic education program is involved in gradually remaking the individual. If the old values that the person has can be built on them it will be easier to develop a sound and deep base for the structure of new values which will result in an enriched life. It is important to recognize that the individual is a whole biosocial creature and is actively seeking fulfillment.

Glasser (1965) says that everyone needs to love and be loved and to feel worthwhile. It is this value of being worthwhile that the education program can provide the skills and realizable goals in an acceptable value system. Some of the intangibles such as citizenship assume giant propositions in a successful life after release. The social competence need is high if the inmate is to succeed. At the same time, the inmate's current environment is not conducive to the life situation. The job for the educator is to help the offender to clarify their life's tasks and see the rewards of better performance.

Evaluation

An important element of the adult basic education program is evaluating its success and shortcomings. This is of prime value in checking to see how well the concepts have been grasped by all those involved even peripherally with the program. In the event there are misconcepts or lack of understanding, other possible approaches should be considered and analyzed for adoption.

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CONCEPTUALIZING ADULT BASIC EDUCATION IN CORRECTIONAL SETTINGS

Ralph Mock
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Simply stated, the purpose of Adult Basic Education in Corrections is to assist non-contributing members of society to become contributing members. Ever since prehistoric times when all men were hunters and gatherers, society has expected all members to contribute. Society has not changed and probably will never change this basic attitude toward its fellow man, at least not for many generations.

At this time in history, man needs education as he needed skills in hunting and gathering in prehistoric times. The inmate of the correctional institution must obtain basic education to move on to high school equivalency or high school diploma preparation and to learn a saleable skill. Fortunately many inmates are afforded skill training opportunities by the Manpower Development and Training Act and the Vocational Education Act of 1963 and 1968 Amendments.

An apparent relationship exists between educational achievement and crime as indicated by the information to follow (Texas Illiteracy Study, 1964).

A 1963 survey of 950 inmates at the Gatesville State School for Boys in Gatesville, Texas, (Texas Illiteracy Study, 1964) is indicative of a relationship between crime and a lack of education. Of the 950 boys surveyed, 504 reported that they had not completed the eighth grade and 742 reported not having completed the ninth grade.

It is worthy to note that 86 percent of inmates in the Texas prison system below the eighth grade level as shown on the following chart.

CRIME AND ILLITERACY

* Results of achievement tests administered to new inmates at Texas Department of Corrections from 1950 - 1960.

Grade Level	Percentage of Inmates
Illiterate	16.9
Third	12.9
Fourth	12.5
Fifth	13.5
Sixth	11.1
Seventh	11.3
Eighth	7.8
Ninth	6.3
Tenth	1.6
Eleventh	5.1
Twelfth	0.9

A very safe conclusion may be drawn that inmates of correctional institutions need educational opportunities. However, merely a traditional educational opportunity will not provide answers for most educational needs.

The Correctional Setting and the Adult Basic Education Program

The Correctional Institution is a busy place, a place of corrections, punishment, rehabilitation, a place where people are severely restricted in movement, where people must be moved to eat, to sleep, to learn, to exercise. Also, people must be moved to work - movement to work above all else.

The problem of education and educators is to sell the correctional administration on the importance of education, to convince them that education is as valuable as other production. This is why a unique program of education must be designed for corrections. The program must fit into the existing corrections routine with no problems or at least minimum problems to the administration. Institutional changes can be achieved over a long period of time through the planning, design, and implementation of the appropriate educational program. Patience must never be forgotten, injection of education into the human body. As a major organ transplant tries to resist antibodies in a new environment, so must education resist traditional practices in the correctional setting.

Role of the State Education Agency in Adult Basic Education in Corrections

In most states, a special relationship will exist between the state education agency and the state correctional institution since both are formal state agencies. Federal correctional institutions should be considered a close relative, and systems for cooperation can and should be worked out. As a minimum, the state education agency should provide services to corrections that are available to other Adult Basic Education programs. Furthermore, the state education agency should be aware of the immediate costs to the state in maintaining inmates and the additional costs in inmates being non-contributors to society.

A fruitful activity may be to establish pilot and demonstration projects in corrections not only to identify and solve correctional needs, but to obtain data, techniques, and systems for statewide implementation. The state education agency has the responsibility to support Adult Basic Education in corrections with funds, state staff, and outside resources as needed to establish functional education programs in the correctional setting.

The Adult Basic Education Concept in the Correctional Setting

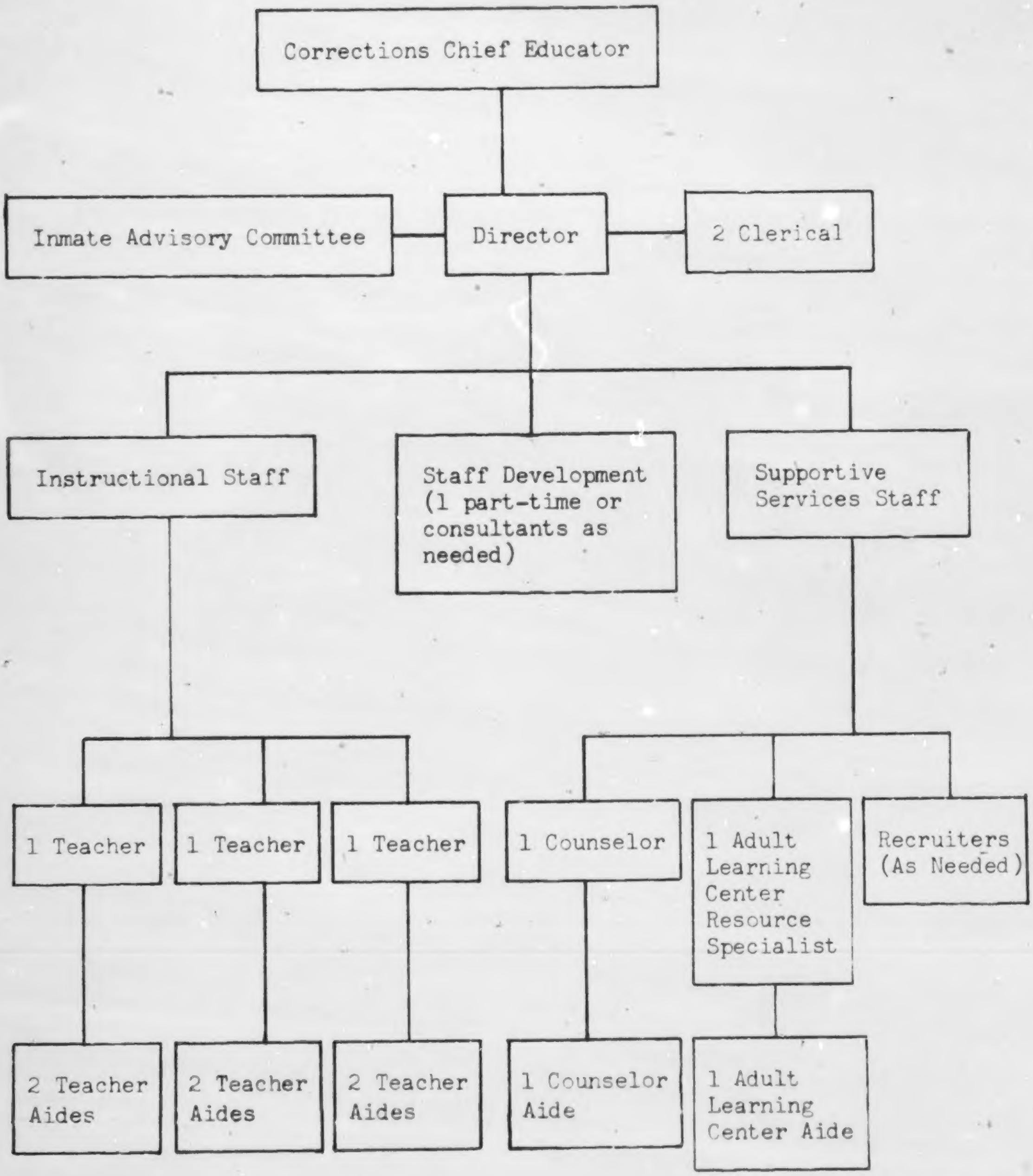
Two characteristics that the Adult Basic Education program in corrections must include are 1) a flexible program with flexible scheduling to meet individual needs and interests of inmates, and 2) a program of high quality that succeeds in meeting educational needs.

Flexible scheduling is necessary to build a program around and between the established business and activity of the correctional institution. Present institutional functions will continue until "something better" is made available. "Something better" should be education. The educator must remember that he is an intruder, no matter how high ranking he sees the merits of what he has to offer. The educator is a novice in the corrections business and, in spite of significant accomplishments, has yet to prove himself and his product to long standing operators and operations of corrections.

Quality education programs will cause many obstacles to disappear, even without further effort by the educator. Once the educational program begins contributing to the rehabilitation of the inmates, the educational priority will move up and up to a level commensurate with its contribution to the total correctional institution objectives.

The educational program must be flexible and of high quality to meet the needs and interests of the individual. Obviously, if the program is to meet individual needs and interests, traditional procedures of mass education via mass production are discarded. However, the Adult Learning Center concept providing a program of differentiated instruction to meet individual needs and interests, may appear as a series of mass production assembly lines. Instead of parts, nuts, bolts, and paint along the assembly path, there will be books, programmed materials, tape recorders, film strips, single concept 8mm films, councelors, teachers, teacher-aides, and a pleasant, cheerful atmosphere. Each end product, the human student, will be individually designed by the human going through the assembly line. The workers, the staff, will attach to that human only what is requested when it is requested. Of course, the workers are free, even obligated, to sell the recipient any parts and pieces that may be appropriate for him.

ADULT LEARNING CENTER ORGANIZATION UNIT


Corrections Chief Educator
Inmate Advisory Committee
Director
2 Clerical
Instructional Staff
Staff Development (1 part-time or consultants as needed)
Supportive Services Staff
1 Teacher
1 Teacher
1 Teacher
1 Counselor
1 Adult Learning Center Resource Specialist
Recruiters (As Needed)
2 Teacher Aides
2 Teacher Aides
2 Teacher Aides
1 Counselor Aide
1 Adult Learning Center Aide

All of this individualized educational program may be housed in a large room divided by loaded bookshelves or a number of smaller rooms preferably located in a central area.

Why so much emphasis on differentiated instruction? You have differentiated human beings, differentiated by society, parents, school, community, and so on for pages. An unavailable and non-existing kind of master psychologist would be necessary to identify even most of the varied and differing needs and interests of the individual. For this reason and because each man must learn to properly guide himself, the individual must become involved in his learning plan, his future, including the selection of materials and equipment to achieve his interests and needs. Initially, the staff must acquaint the student with what materials and equipment are available and how they can be used to help the learner.

Having committed the Adult Basic Education program in corrections to be one to meet the individual needs and interests of the individual, what are the organization and staffing necessary to implement this program. Following is a suggested Adult Learning Center Organization Unit chart showing the Adult Learning Center staffing concept.

The chart shows one Adult Learning Center Organization Unit. If instructional requirements are increased, additional instructional teams can be added. However, if more than two additional teams are needed, a new Adult Learning Center Organization Unit should be established.

It should be noted that only five or six persons will report directly to the Adult Learning Center director. Thus, the director should have time to coordinate activities among staff, to evaluate staff performance, and continually upgrade the program, and report contributions of education to the correctional administration.

The sixth person reporting to the director would be the chief recruiter. The number of recruiters in the recruiting section would vary according to the need for students, probably limited by educational facilities available to provide services to recruited inmates.

Even though staff development is listed as a function under the director, he would be responsible for providing much of the staff development including cross training and on-the-job training using existing talents. The director will coordinate staff development with other Adult Basic Education program staff training and with nearby institutions of higher education. A difficult task in staff development will be the development of a system to evaluate staff performance so realistic training can be designed to meet the actual and not imagined performance deficits.

The instructional staff is the core of the Adult Learning Center Organization Unit.

Three teams consisting of one teacher and two teacher-aides each will compose the principal instructional delivery resource. Each full-time employed team is assumed to be available on the job eight hours a day but provide delivery services to inmates only six hours per day. The extra two hours are available for breaks, staff development, self-improvement, and conferences with other staff.

A breakdown of instructional delivery time of a team would be similar to that below:

For each teacher-hour there would be twenty student hours. For each teacher-aide hour there would be ten student hours. Thus, a team of one teacher and two teacher-aides should deliver twenty student hours of instruction on an average for each clock hour of time in the learning center. This averages out at nearly seven student hours for each instructional hour provided by the team of one teacher and two teacher-aides. In a six-hour workday, the team would provide for 120 student hours of individualized or small group instruction. The three instructional teams would provide 360 student hours of instruction each day.

It is possible, even probable, that peak student loads would come in short time periods as 7 to 9 p.m. This would necessitate employment of part-time personnel to meet peak requirements.

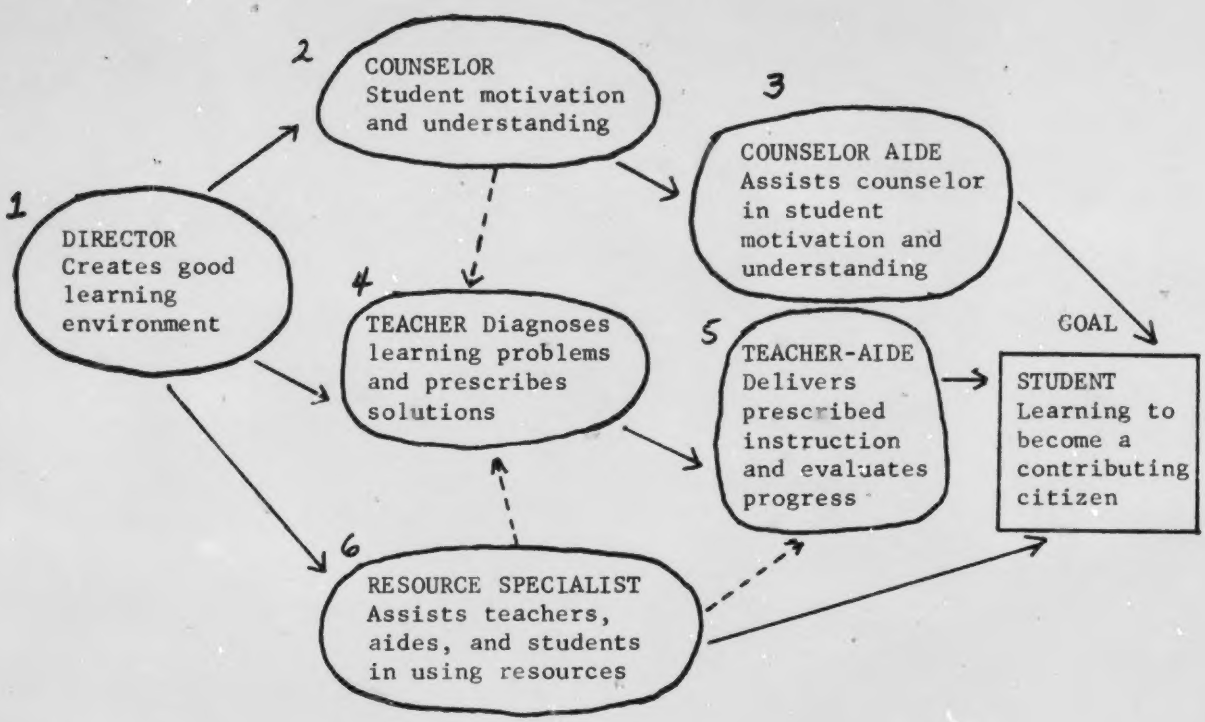
The Adult Learning Center resource specialist would be available to direct some student learning activities, particularly in orienting students to new systems and equipment.

The 120 student hours of instruction provided by one instructional team could involve up to 120 different students per day, but a more realistic number might be nearer sixty. Inmates should attend the Adult Learning Center for at least one hour per visit. The three instructional teams would be in contact with 180 to 360 inmates. The low or high number would be realistic for a counselor and a counselor-aide to provide useful services to inmates.

For more specific functions, responsibilities and activities of personnel in the Adult Learning Center Organization Unit, see Attachment 1.

Below see the flow of the Adult Learning Center Services to Students.

THE ADULT LEARNING CENTER SERVICES TO STUDENTS


1
DIRECTOR
Creates good learning environment
2
COUNSELOR
Student motivation and understanding
3
COUNSELOR AIDE
Assists counselor in student motivation and understanding
4
TEACHER Diagnoses learning problems and prescribes solutions
5
TEACHER-AIDE
Delivers prescribed instruction and evaluates progress
GOAL
STUDENT
Learning to become a contributing citizen
6
RESOURCE SPECIALIST
Assists teachers, aides, and students in using resources

Director - Provides appropriate environment/atmosphere for teaching and learning

Counselor - Helps students understand himself and the why for learning

Teacher - Diagnoses learning problems and prescribes remediation

Teacher-aides - Deliver the prescribed instruction to the inmate and evaluate progress with the teacher

Resource Specialist - Assist teachers, aides, and students in effective use of materials and equipment in Adult Learning Centers

Other Considerations in the Correctional Adult Basic Education Program

Opening Day

The target date for the first formal opening should be set at least six to twelve weeks ahead. Opening day should be a splash, a real highlight for the inmates as they are guided through the Learning Center. It may be necessary to have opening day over a period of a week or longer to afford all potential students an opportunity of a useful tour of the facility. The recruiters will have been at work prior to opening day; obviously, the instructional and supportive staff are employed and trained including special training for opening day.

Materials and Equipment

Adult Learning Center materials and equipment are the tools used by students in learning and the teachers in teaching. Items purchased and developed must be satisfactory to both inmates and teachers. Initially, it might be wise to buy cautiously, that is, buy as few copies or products as required to meet minimum needs. As equipment and materials evaluation proves product performance, increase purchases. (See Attachment 2 for a suggested materials and equipment evaluation format). (Pilot Project, University of Texas at Austin, 1969).

Physical Facility

Educational facilities in corrections will vary from the latest educational design to the completely unplanned building or room needed for no other purpose. The least the educator can request is paint to make the facility as colorful, welcome, and desirable as possible. Tables, chairs, and desks should be colorful and comfortable. Other desirable physical features include carpeting, air conditioning, a nearby recreational facility, background music, music appreciation center, and simple sight and hearing diagnostic devices.

Motivation System

Innate desire for learning is a great form of motivation. However, all people are not gifted with an innate desire. An external motivation system can prove useful in learning, recruiting, and retention. In the correctional setting special privileges and recognition would be major motivational enticements. Some activities might be special meals on weekends, extra time in pursuit of personal interests as in the library or the arts and crafts shop, television privileges, movices, free books, competitive sports, extra visiting privileges, use of pool tables and other games, and other activities. The Inmate Advisory Committee would be a good resource to assist the director in developing a motivation system.

Summary

The purpose of Adult Basic Education in corrections is to provide each eligible inmate with an educational program that will meet his personal, social and economic needs. The population in corrections is varied and different as is the free world population. The instructional program must be designed to meet the individual needs and interests of inmates.

The correctional setting has existed for centuries with many changes and improvements recorded, but also without education. An acceptable educational program must be designed to fit around existing institutional activities and offer the least possible conflict. To meet this correctional setting requirement, the Adult Basic Education program must be flexible in scheduling and of high quality. In time, the educational program will become part of the established process of rehabilitation in corrections.

A well-trained administrative, supportive, and instructional staff will be required to implement a successful Adult Basic Education program. The principal instructional delivery system will consist of a team composed of one teacher and two teacher-aides.

The methods and systems presented are merely a beginning in the duty of society to the hitherto lost and neglected fellow man. Education, not punishment and suppression, can be proven effective in giving this inmate population its first real chance.

ATTACHMENT I

Suggested Job Descriptions of Adult Learning Center Organization Unit Personnel

Director

Within the scope of the operational capabilities of the correctional institution, the Adult Learning Center Director will devise an organization of administrative, instructional and counseling personnel, selected instructional materials and equipment, as well as other related services to meet the needs of the inmate. This educational organization will be designed to be readily available and easily aceessible for the adult any time of day or night. The organizational pattern must be formed so that a completely flexible schedule of operation will meet the individual's interest, desire, and need, as well as the needs of the institution. The primary focus of the instructional program is toward complete individual assistance to the inmate to help him meet his economic, personal, and social needs as a contributing member of society.

Specific responsiblities:

Recruits, interviews, selects, and recommends staff for the Adult Learning Center.

Supervises the day-to-day conduct and operation on the Learning Center.

Establishes and maintains effective working relationships between the Learning Center and skill training programs as well as with other agencies and programs desirable or necessary, including college, education, and employment opportunities.

Develops instruments and procedures to implement the instructional techniques, the use of materials and equipment, and conducts a continuing evaluation of the Adult Learning Center.

Provides for the collection, processing, and evaluation of information and data needed for the success of the Learning Center.

Provides appropriate assignments, training, guidance, and professional assistance to the center staff.

Promotes and publicizes the Learning Center's activities to maintain maximum support and cooperation within the correctional setting.

Develops and supervises procedures of the center for obtaining and using instructional materials and equipment.

Assumes office management responsibilities necessary to insure effective operation of the center.

Provide for his own as well as the staff's professional development including adult education conference participation and the development of a functional professional library at the center.

In addition, the Learning Center director must have the leadership capability for creating a "team effort" among all personnel in the center. The diverse, yet wholly interrelated, tasks of the staff must be merged to achieve maximum effectiveness for each inmate.

Adult Learning Center Resource Specialist

The Adult Learning Center resource specialist's position is as unique and as demanding as that of any position in the learning center. His efforts in creating and developing the most effective use of educational technology, serving the individual needs of the adult student, the resource specialist's job is extremely complex, demanding considerable pre-service and in-service training and experience. The job definition of the learning center resource specialist is quite comprehensive. Under the direction of the Learning Center director, the resource specialist will coordinate, manage, and supervise many activities in the Learning Center.

Other responsibilities:

Assists the Learning Center director in establishing procedures, methods, and techniques for effective learning within the center.

Assists in providing pre-service and in-service training experiences for professionals and paraprofessionals for effective use of Learning Center equipment, instructional materials, and system.

Assists the Learning Center director and the guidance counselor in developing and implementing procedures for the effective placement of students into the Learning Center's educational program.

Assumes responsibilities in developing procedures and instruments to aid effective diagnosis of the individual instructional needs of the adults assigned to the learning center.

Develops procedures for the continuous evaluation of student needs and successes of equipment and systems used.

Assists teachers and the director in developing instructional systems and multi-media approaches to learning.

Assists the director in developing such instruments and procedures as are necessary to implement the instructional materials, equipment, and techniques, and continuing the evaluation phase of the Learning Center.

Assists the Learning Center director in the selection, use, evaluation, and inventory control of instructional materials, equipment, and systems necessary for effective operation of the learning center.

Initiates activities to provide for continuing professional development and growth.

Guidance-Counselor Services

Under the direction of the Learning Center director, a guidance-counselor plan will provide for the development and implementation of such guidance and counseling services and activities necessary for the effective functioning of the Learning Center program. Particular emphasis will be given to preparation of the inmate to return to the free world.

Other responsibilities:

Assumes responsibility for the development and implementation of procedures, techniques, and instruments needed for effective efficient introduction, enrollment, and placement of students into an individualized program of learning in the center.

Assumes responsibility for developing and implementing a complete program of orientation as to purposes, objectives, and mechanics of the center for each prospective student at his enrollment, considering student needs and interests.

Selects and administers such tests and other instruments of evaluation necessary to the determination of each student's placement as well as his progress.

Develops and implements effective institutional and free world follow-up procedures for inmates in the Learning Center program.

Develops and implements a referral program to community agencies to provide the most effective assistance to inmates' needs and interests related to vocational, social, welfare, legal, health, and other assistance to be available upon release.

Develops and implements effective interrelationships among counselor, teacher, and paraprofessionals to promote a maximum of individualized learning opportunity for the student.

Prepares and maintains records, forms, and reports necessary for the inmate.

Carries on activities to provide for continuous student growth and development.

Teacher

In the Adult Basic Education Learning Center, the teacher must have qualities not found in the more traditional Adult Basic Education classroom situation. The background of teaching experience must be carefully examined. Pre-service training is required for the teacher to overcome many traditional practices which could reduce the effectiveness of the center's services to the students. The Learnign Center teacher is the key person in the determination and implementation of an individualized program for each inmate student.

The job definition of the Learning Center teacher is stated as follows: Under the direction of the Adult Basic Education Learning Center director, and in a close working relationship with the Learning Center resource specialist, the student, and the counselor, the teacher will prepare a plan for individualized learning of each student placed into the Learning Center. Learning will be based upon each student's immediate needs and interests. The teacher will be responsible for a continuing review of each learning plan as the student progresses.

Other responsibilities:

Diagnose learning difficulties and prescribe remediation.

Plan and organize with the student, counselor, and center resource specialist a program of individualized learning for each student assigned, using differentiated instruction including traditional and programed instructional materials and equipment suitable to the student.

Assist the Learning Center director in the development and implementation of systems, materials, techniques, evaluative procedures, and in the preparation of records and reports.

Assumes responsibility for maintaining records and reports of student progress, attendance, activities, and problems as related to the student's development.

Assumes responsibilities for the evaluation of student progress in cooperation with the counselor, resource specialist, and teacher-aide.

Assists the Learning Center director in preparation, selection, use, evaluation, and inventory control of materials and equipment used in the Learning Center.

Conducts activities providing for professional growth.

Directs and supervises activities of teacher-aides assigned.

Paraprofessionals

The tasks performed by paraprofessionals are many and vary according to the needs of the Adult Basic Education program. Assignments of paraprofessionals may differ from program to program and from classroom to classroom. The special competencies of the paraprofessional, his interest and ability to work with adults, and the views and philosophy of correctional educators influence what tasks the paraprofessional will perform.

The suggested job analysis of paraprofessionals that follows may assist the director in his initial planning and administrative procedures in employing paraprofessionals to assist with the Adult Basic Education program. These are suggestions and are not intended to be an all-inclusive analysis of paraprofessional services. When only a limited number of paraprofessionals are employed, it may become necessary for the paraprofessional to perform several of the suggested tasks outlined below:

Suggested paraprofessional tasks:

Instructional Assistant - Helps individuals and small groups with remedial work

Attendance Clerk - Keeps attendance records and prepares reports, enters information in cumulative records, and keeps file of student work

Library Assistant - Collects paperbacks for outside reading assignments, shelves books, and assists with files

Materials Assistant - Develops materials under a teacher's direction

Visual Aid Specialist - Collects resources such as maps, magazine and newspaper articles, pictures, etc., and makes charts planned by the teacher

Clerical Assistant and Receptionist - Enrolls new adult students and prepares permanent record cards

Audio-Visual Technician - Works with projectors and tape recorders

Reproduction Machine Operator - Prepares and runs off teacher-made materials

Orientation Assistant - Guides new students through the center acquainting them with the facilities and general program purposes

The paraprofessional helps to implement the instructional program as planned by the teacher

The paraprofessional may perform certain instructional tasks under the supervision of the teacher

First-Aid Assistant - May assist in testing adult students for vision and hearing and refer them to appropriate correctional department for assistance

Inmate Movement Coordinator - Arranges with appropriate corrections staff for inmates to go to and return from Adult Learning Center

Tutor - Helps inmates who have been absent with make-up work if they have been in a small group and are behind

Employment Counselor Assistant - Acts as resource person who refers individual student to a particular individual or agency for employment upon release

Counselor's Assistant - May act as liaison between counselor and the inmate

Recruiter - Helps recruit students among inmate population. This is essentially a selling role. Some inmates may be recruited several times before they become genuinely sold on the program

Inmate Advisory Committee

The inmate Advisory Committee will advise the Adult Basic Education Learning Center director on the general operation and procedures of the Adult Basic Education program. Advisory Committee recommendations will include such areas as:

Procedures and techniques for recruiting inmates

Suggestions for content offerings in the Learning Center

Recommendations on purchase of instructional materials and equipment

Provide information on the design, color scheme, and furnishings of the facility

Suggestions on hours of operation or availability of the learning center to inmates

Techniques for use in motivating inmates to learn

Suggestions for techniques of teaching and learning

Methods and procedures of evaluation including staff performance to assist in designing staff development

ATTACHMENT II

Suggested Materials and Equipment Evaluation Format

Equipment and Audio-Visual Aids

Producer	Title	Level	Teacher's Guide	Summary

Mathematics

					Fractions													Sup. Aids					
													Meas.										
Publisher	Title	Type	Level	Date	Add	Substract	Multiply	Divide	Fractions	Decimals	Percent	Money	Time	Linear	Liquid	Prob. Solv.	Tests	Ans. Keys	Audio Aids	Visual Aids	Tchr. Man.	Adult Cont.	Costs

Reading

					Skills					Supplementary Aids					
Publisher	Title	Type	Level	Date	Word Recognition	Vocabulary	Compre-hension	Study Skill	Tests	Answer Keys	Audio Aids	Visual Aids	Teacher's Manual	Adult Cont.	Costs

Written Communication

					Skills							Supplementary Aids					
Publisher	Title	Type	Level	Date	Cursive	Manuscript	Composition	Dictionary	Grammar	Spelling	Tests	Answer Keys	Audio Aids	Visual Aids	Teacher's Manual	Adult Cont.	Costs

References

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CONCEPTUALIZING ADULT BASIC EDUCATION IN CORRECTIONAL SETTINGS

Jules Pagano
Adult Education Association of the U.S.A.

It has long been recognized that no single factor or simple grouping of factors can explain criminal behavior. But, among the major causal elements conceded as contributing to crime and delinquency, the problem of poor educational achievement and lack of employable skills stand out as the hallmarks of the criminal offender.

It has been observed over a long period of time in the field of corrections[1] that efforts to overcome these problems have been largely fragmented, uncoordinated and generally unsuccessful.

In order for adult basic education to be an effective tool for rehabilitating individuals in correctional settings, it is imperative that all those involved - the public, prison administration, staff, inmate participants - fully understand the objectives of ABEC and its relationship to the total correctional setting. The interrelated parts of the total correctional program must be geared toward the inmates in a manner which will maximize the effect on their positive behavioral change.

An objective is an "intent" expressed by a statement describing a proposed behavioral change in the learner which is specific, pertinent, attainable, measurable and observable. Implicit in the foregoing statement is the assumption that affective skills exist. What are the characteristics of the inmate population? In order to meet the requirements of responsible adult living in a highly complex society, what coping skills and competencies are needed?

The challenge to adult basic education in corrections is to provide through every means possible the knowledge, skills, and attitudes needed for meeting the economic, social and civic requirements of responsible adult living in a dynamic society.

Adult basic education is any process through which undereducated adults learn to live more effective and meaningful lives through the acquisition and application of knowledge, skills, and appreciations. Although the primary focus of ABE is on the acquisition of basic skills in reading, writing, computation, listening, speaking and thinking, to be effective it must be functionally related to the social rules, developmental tasks and important problems of adults.

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[1] Corrections is defined generically to include institutional and community-based correctional efforts which have as their purpose prevention, adjudication, detention, information, and integration of the criminal offender.

Viewed in this light, the acquisition of literacy and other basic skills becomes the natural and continuous by-product of learning all the important things vocationally, socially, and personally competent adults need to know. In an ultimate sense, the development of the skills and attitudes needed for effective continuous learning throughout adulthood is the overall educational goal of adult basic education.

The fact that upwards of 85 percent of institutionalized inmates are school dropouts establishes the need for adult basic education in its broadest sense as an important element of rehabilitation.

All persons have basic needs-the need to know, to relate, to work, and to contribute. Through adult basic education, individuals who are denied opportunity for meeting their adult responsibilities because of deficiencies in communicative, computational, social and vocational skills can be helped to become fully functioning individuals.

There has been some type of education in correctional institutions for a long time, but correctional basic education as conceived today has a relatively short history. There have been innovations, changes, adjustments, and improvements but it is only recently that correctional education is beginning to serve the people for whom it was planned and to have as its objectives the making of inmates into better persons.

Studies have concluded that until the end of the 18th century, there was no kind of education in prisons. Probably the first written record of an attempt of education for prisoners in the United States dates back to 1773. The Walnut Street Prison was founded by Philadelphia Quakers that year. The purpose of this school was to provide beneficial leisure time while engaging in the study of reading, writing, and arithmetic.

As early as 1801, elementary education was provided on a merit basis to inmates during the winter months by the better educated inmates. The practice of using inmate teachers has been prevalent through the years and still persists in many correctional institutions, some notable exceptions being New York, California, and Wisconsin.

The New York State Law of 1847 provided the first legal recognition of academic education in correctional institutions. Two full-time paid teachers were employed at each of the state prisons. Educational programming, however, as a treatment effort still remained under the direction of the prison chaplains.

The Reformatory movement which began around 1870, produced some important innovations in correctional education. For the first time, education was viewed as an important part of the correctional process. Among other innovations made during this period were: an attempt to involve community resources in correctional education, bringing the community into the correctional setting, a recognition of the different levels of students and attempting to satisfy their needs, and a recognition that vocational as well as academic training was needed.

The Reformatories that were established throughout the country by the early 1900's were patterned after the public schools. This was regrettable in view of the fact that a high percentage of the confined offenders were school dropouts! This demonstrated their hostility for or inability to profit from ordinary public school type programs. Being adults, or readying themselves for an adult role immediately upon release, prisoners needed courses of study that were clearly (for them) related to thier problems, needs, and plans.

By 1928, there was a growing emphasis on individualized programs to better meet the need of incarcerated offenders. Among the other improvements in correctional education during this period were: (1) recognition that education is an essential element in a modern program of correctional treatment; and (2) recognition that education should be of the same type and quality that has been found effective in adult programs in a free society (Roberts, 1969).

In the 1950's, the criminological theory of resocialization was applied. This theory was geared not only toward transmitting academic and vocational skills but towards changing the offender's anti-social values and attitudes.

Passage of the Economic Opportunity Act of 1964, Title 11, Part B, gave correctional ABE a shot in the arm. The present state of correctional education indicates signs of great promise for the future rehabilitation of the offender population. Innovative materials, creative techniques and methods of teaching, and attitudinal changes among the public, administrators and staff portend a much brighter day.

The success of correctional training programs in directly related to the degree of commitment to the program's objectives from the chief administrator of the institution and all of his staff. The administrator's attitude sets the tone for his staff. As a part of the overall administration of the correctional institution, it is the responsibility of the chief administrator to clarify the relationship between prison industries, institutional maintenance activities, the vocational training program and adult basic education. Commitment of top staff will have little effect unless it is conveyed to the people who are actually in contact with the inmates. As with all other activities and services of an institution, the climate may be "generally supportive, passively or actively resistive" (Richmond, 1965). Understanding that the climate can be controlled to some extent, the effective administrator will spend some time and effort toward insuring a climate that is supportive of the goals of the correctional institutional adult basic education program.

Any correctional ABE program must eventually address itself to the traditional problem of custody versus treatment if only to point out the absurdity of this traditional issue. Custody and treatment come into conflict only when they are separated as either/or alternatives and custody becomes an end in itself. The issue becomes meaningful when the problem is rephrased as to what kinds and how much freedom best serve the aims of re-education. Custody in corrections should not be an end in itself. It derives its sanction from legal commitment and often serves as a necessary means toward the goal of correction. It confines the person to a corrective situation, but any sturcture which tends to make mutally exclusive the psychological and communicative functions of those who treat and those who control is obviously going to be detrimental to the overall purpose of corrections.

If learning and self development occurs, stagnation is avoided. Stagnation, as institutionalization, has a definite, negative, disabling quality. The inmate who learns how to "pull an easy time", who learns how to obtain comfort and status as an inmate, is learning how to be an inmate; he is not learning how to be an adequate adult. The total correctional setting should be geared toward the end of fostering those behavioral patterns in the inmate which bes prepare him to lead a meaningful life in his community.

A comparison of the two sets of objectives for correctional ABE and correctional industries discloses many similarities. For instance, both desire to increase the inmate's vocational skills to make him economically efficient. Each desires to improve the individual's work habits and moral obligations to family and society. In other words, each seeks to help develop within the inmate socially acceptable coping skills. A clear understanding of each other's problems and goals can lead to an attitude of cooperation between correctional industries and ABEC personnel rather than an isolation of the training efforts of both. With the rising decrease of jobs at which the untrained and unskilled can earn a living, solid academic groundwork based on "learning how to learn" is imperative if the inmate is to return to society with the capability of training and retraining as often as necessary to meet new and changing conditions.

The educational and training staffs of institutions ideally are prepared to design and implement programs that will assist the prison population in acquiring basic academic and occupational skills. Well qualified teachers, administrators, and supervisors of education are generally found only in the most modern correctional systems. In all but a few states, academic instruction is provided mainly by inmate teachers. Many of these inmates lack both the teaching experience and the knowledge necessary to be effective teachers. Quite often the inmate-teacher is subjected to pressure from the inmate-student to make classes effortless. However, inmates frequently can be used as capable teachers and teacher assistants with benefits for themselves as well as their students, but this requires intensive training and monitoring by educational staff. There is some evidence that a learner himself can be the most effective teacher of another student. In view of the shortage of educational personnel for corrections, the inmate-teacher, with additional training, may be a potential source of increased manpower. Prison staff could include some ex-prisoners who have demonstrated ability as teachers. Cressey (Cressey, 1965) states:

> "There are theoretical grounds for believing that ex-criminals can be highly effective as "agents" of change and, further, that as agents of change they themselves become "targets" of change, thus insuring their own rehabilitation."

Rehabilitation implies positive changes in an inmate's concept of himself, those around him and the total society within which he functions. The desired concepts cannot be learned if the necessary experiences from which they are learned are not available. It is not enough to tell an inmate that education is vital to adult adequacy. The inmate must encounter educational activities that are designed to provide experiences which are basic to self-confidence, to resourceful ways of meeting life's problems, and to the development of positive attitudes toward society.

In other words, internalization must take place. This kind of learning or re-learning takes place most efficiently when it occurs synergetically throughout the entire institution. The total institution should be organized to surround the inmate with a system of experiences which teach socially acceptable, self-actualized behavior in an atmosphere conducive to learning.

To this end, adult basic education is the catalyst around which the inmate should be mobilized to internalize values, norms, goals, expectations, responsibility, status, identification and belongingness. The degree of success accomplished in this endeavor is a true measure of the degree of fulfillment of the goals and objectives of adult basic education in the correctional setting.

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CONCEPTUALIZING ADULT BASIC EDUCATION IN CORRECTIONAL SETTINGS

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Introduction

Importance of Conceptualizing Adult Basic Education in Corrections

Adult Basic Education as a significant Federal program is recent in its inception and development. Recognizing the direct relationship between illiteracy and poverty, Congress sought the creation of programs of instruction in this area under Title IIB of the Economic Opportunity Act of 1964 and later continued the program under amendments to the Elementary and Secondary Education Act. Prior to all of this, the Federal correctional system (and many State systems) provided such programs to inmates of such institutions. As those responsible for the management of corrections in the United States more willingly accept the concept that education and, more particularly, basic education are essential services if the rehabilitative goals of the institution are to be meaningful, it becomes necessary for all administrators concerned to arrive at conceptual understandings of the program in order that it will develop in ways consistent with the resources available and in a sequential fashion.

Importance of Adult Basic Education

The inability of the illiterate to participate effectively in the economic and civic life of the community is too widely known and documented to require further analysis. The concomitant social and psychological problems of such individuals are of such magnitude that all available resources are strained to capacity to meet the need for educational services. That a significant number of the defined target population inevitably become wards of the state in correctional institutions is self-evident, and the necessity for educational services to that group is also self-evident.

Responsibility

Administrative

It would be difficult, if not impossible, for staff to plan and implement good programs of instruction if the persons responsible for overall

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The views expressed by Roy W. Steeves are his own and do not necessarily reflect the position or policy of the California State Department of Education.

administration of the institution are not sympathetic to the purposes of education in a correctional setting. Observation of such programs will convince most that although the literature tends to create the impression that modern prison systems (and administrators) reflect an enlightened and positive viewpoint with regard to inmates, the very nature of the setting is such to place a higher priority on the functions of industry, maintenance, and custody than upon rehabilitation. The use of euphemisms to disguise the institution is apparently designed more to reassure the population of nearby residential communities than it is to reassure the inmates that they are in a rehabilitative and therapeutic center as well as a prison. The education administrator must learn to function in an environment not too dissimilar from that in the normal community in at least three respects:

A. His resources are limited and constantly being examined with reference to other community needs of higher priority.

B. His authority to plan is further limited with reference to time by other considerations as established by the community.

C. His status in the community administrative power structure is necessarily limited due to the nature of the population whose interests he represents; neither children nor prisoners vote.

If the structural problems are so similar, it follows logically that the corrections' educator has a public relations function that is also similar, and he may benefit from the use of practices prevalent among educators generally. He must if necessary convince, persuade, and convert his co-administrators in the institutional setting to an understanding of the necessity and worth of the program. He must schedule the services in such a way as to be supportive of other elements in the total program, and - further - he must analyze his population to plan the services so that high priority needs of the population concerned are met.

Staff

The differentiation between administration and staff is becoming increasingly an obsolete one except with reference to professional accountability; however, at this time most administrators of all types are so thoroughly indoctrinated in hierarchal thinking it is necessary in concept formation and for discussion to recognize differences in responsibility between staff (meaning teachers) and administrators. Whereas the one may exercise judgment and discrimination with regard to total program planning, the other (the teacher) is responsible only for a particular class or program of classes at least in theory.

One could further differentiate between corrections' education staff who as employees of the institution may have overlapping responsibilities with regard to other management functions and contract theachers who are, or should be, restricted in their function to that of education.

If we conceive of the program as being accepted by the corrections' community as high priority and within a rehabilitative framework, the responsibility for it is broadly held at the apex of the administrative/staff pyramid and becomes more specific as one approaches the base; the most specific responsibility next only to that the inmate student has to himself is that of the classroom teacher who must direct the learning process.

Accountability

Any systems approach to education must concern itself with the matter of accountability. One problem all educators have, those in corrections having no unique disadvantage with regard to this, is the extreme difficulty of logically and systematically relating the program efforts with the end effects the program activities have had on students en masse and as individuals. To say, however, that a task is difficult is not to suggest its complete impossibility.

In order to arrive at a reasonable concept with regard to accountability with reference to adult basic education in corrections, the practitioner must at least consider acceptance of certain premises:

A. Since there is ample evidence to substantiate that individual employability increase and, as well, a multi-faceted change for the better occurs when an illiterate achieves literacy, the measurement of academic progress and success may in itself be the most significant measure of success and also be a means of establishing accountability.

B. Although all tests are subject to error and criticism, all tests measure something, and the measurement of that something is essential to both the student so that he may have a frame of reference and to the education administrator with reference to communicating success of the program to others. In general, the further removed the co-administrator is from the field of professional education, the more significance he will attach to test data.

C. A rigid, hierarchal structure as a working environment may offer some advantages in scheduling which may be offset by the expectation and the hope that education can be effective as a regimented process. It can be, of course, but the inmates' psychological dependence upon others which may have resulted in his initial failure will be reinforced in spite of his progress in formal learning.

D. Illusory goals are the most dangerous to verify in the context of accountability, although the easiest to write. For example, it would be easy to formulate a goal of the adult basic education program in corrections as related to recidivism. It would be an utter impossibility to prove that an individual's acquisition of literacy skills was the primary causative factor that brought about social adjustment of that individual.

E. The more general the person's responsibility with regard to a program, the more difficult it becomes to relate this efforts in a meaningful way to the program results.

F. The more specifically a program is defined in terms of its objectives, the easier it becomes (at the base of the pyramid) to translate the objectives into behavioral statements and to measure the results.

Systems Approach and Program Planning Budgeting Systems

Systems Approach

A recent study (Smith, 1966) emphasizes the importance of organizing resources from the viewpoint of efficiency in designing instructional systems. Perhaps because the publication referred to was designed for use by military personnel in establishing systems, little attention is paid to economy per se except as an incident to over-all productivity of the system. The study emphasizes the advantage of a systems approach, defining a 'system' as the planned coordination and integration of all training activities and personnel so that each method, training device, or person strengthens all of the others. In more recent years, other writers (Silvern, 1971; Silvern and Brooks, 1969) have refined these concepts with particular reference to education in public institutions and have introduced the concepts of analysis and synthesis as being necessary developmental stages in system construction. All such studies are based, in terms of learning psychology, on Herbartian theories which is understandable considering the sources (military and industrial) of the research and development in this area. One can go back rather far in the literature relating to military/industrial training concerns and find an almost complete reliance upon behavioristic theories in establishing research patterns and subsequent recommendations. If the goals and objectives of the corrections' adult basic education program are so stated that the tasks may be stated in behavioristic terms, and if measurement of the defined performance objectives is possible of attainment, the systems approach may have particular validity to the needs of adult basic education in the correctional setting.

Program Planning Budgeting System

Systems planning in education had limited acceptance except as noted above in military and industrial settings prior to the implementation of program planning budgeting systems with regard to the general operations of the Federal government in 1966. This approach to budgeting (PPBS) originally introduced in industry after World War II and later adopted by the Defense Department during the Kennedy administration, is a functinnal approach to the disposition of available funds based upon an analysis of resources as contrasted with needs, and the establishment of program priorities based upon an analysis of program concerns and results.

The imposition of new and sophisticated reporting systems at the Federal level with direct relationship to educational programs has had the effect of introducing PPBS at the State government level and, presumably, ultimately at the local government level. With direct reference to adult basic education, the PPBS orientation and systems thinking are evident in a variety of publications (Management Technology, Inc., 1968; Management Technology, Inc., 1966; Steeves, 1970; U. S. Office of Health, Education, and Welfare, 1969).

Accepting PPBS as more than simply a system of financial control - which it is - but also as a sophisticated method of determining governmental service priorities and, further, a method that requires in an educational setting the adoption of definite instructional methods and procedures, PPBS and the understanding of it become essential to the conceptualization of any program in any setting.

Limitations of Systems and PPBS

Although most administrators look positively upon the process of systems development and PPBS development because of the greater efficiency to be obtained from their utilization, it would not be reasonable to ignore the pitfalls of both. A system can only provide a framework and PPBS can only provide an operational budgetary plan; neither alone nor together do they ensure a program which is philosophically sound, socially productive, democratic in function, or humanistic in design. Such approaches are as appropriate to the practical considerations of a Buchenwald administrator as they are central to the present concerns of an American educator - the only real difference to be found in the philosophy of the person(s) utilizing them and their purposes.

To design a system, particularly in the corrections' setting for literacy training, that does not concern itself with legitimate social concerns with reference to the affective domain of human behavior and conduct would be at best a half completed exercise. The adult educator in that setting cannot ignore the very fundamental crisis of the spirit that affects all persons subjected to criminal punishment. Reducing these all too real and poignant problems to weekly and daily 'lessons' designed to bring about behavioral changes is a mechanistic approach that will perhaps satisfy the uncreative teacher and the insensitive program administrator but will surely destroy the effectiveness of the creative instructor and add more reasons for cynicism to the inmate student's already too great burden. The flowchart must not be permitted to be a substitute for human communication, the system is not greater than the people in it, and the program planning budget although well stated and carefully designed is not the program itself. To lose sight of these facts in any setting leads to the substitution of form for substance; to lose sight of these facts in perhaps the most remedial of all adult basic education programs would be to substitute a process for a compassionate regard tor fellow human beings. Behavioristic psychology considers humanity and human conduct in a mechanistic fashion, disregards the fact that the whole is greater than the sum of its parts, and looks upon the learning process as a series of discrete steps leading to a predictable outcome. No matter how utilitarian these tools may be to the education administrator, he should use them with discretion, not be naive as to their total value, and bear in mind always his responsibility to conduct the program with regard to people.

PPBS and ABE in a Correctional Setting

The particular correctional setting will determine the approach to be taken with reference to the particulars of the adult basic education program. The Federal system which is unitary provides less opportunity for particular institutions to vary from the established norms than may be the case in State institutions. In all instances, however, adult basic education, if not identified as a 'program', should be considered as an 'element' in the education 'program'.

After a review of existing and potential resources, the application of the usually accepted PPBS procedures will enable the program administration to accomplish the following:

A. Define the program in precise terms.

B. Modify the program elements in light of local needs and conditions.

C. Identify possible resources not currently being utilized for support.

D. Modify existing instructional procedures in order to attain the desired objectives more efficiently.

E. Introduce necessary and desired changes based upon a careful analysis of alternatives.

F. Objectify program outcomes so that objective measurements for program accountability purposes are established.

Summary and Conclusions

Adult basic education in corrections has more elements of similarity with such programs in the general community than elements of dissimilarity. Although the client may have deeper psychological problems than his counterpart in the civilian community, his educational needs are essentially the same. Materials of instruction, effective teaching methods, and counseling techniques found generally effective in the program nationally will be found equally effective in the corrections' setting. Administrative structural patterns although somewhat different from those in public school settings are not so entirely different from the viewpoint of function.

The development of an adult basic education system in any setting is as yet incomplete; the correctional institutions may lead the way in this since they have unique advantages for the developing and testing of such a system:

A. The opportunity for controlled experimentation. The probability of having a variety of control and test groups of students for the testing of hypotheses.

B. In some institutions more adequate financial resources than generally availble for purposes of adult education in other public facilities.

Any systems approach in its conceptualization must ultimately concern itself with program planning budgeting system development. PPBS, although foreign to the real interests of most educators, will afford them the opportunity to reexamine, redefine, and renew existing programs in education so as to justify fully greater support from the community. In this context, adult basic education in corrections if its program spokesmen are effective and capable should develop in an orderly fashion and obtain greater and more adequate fiscal support.

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CONCEPTUALIZING ADULT BASIC EDUCATION IN CORRECTIONAL SETTINGS

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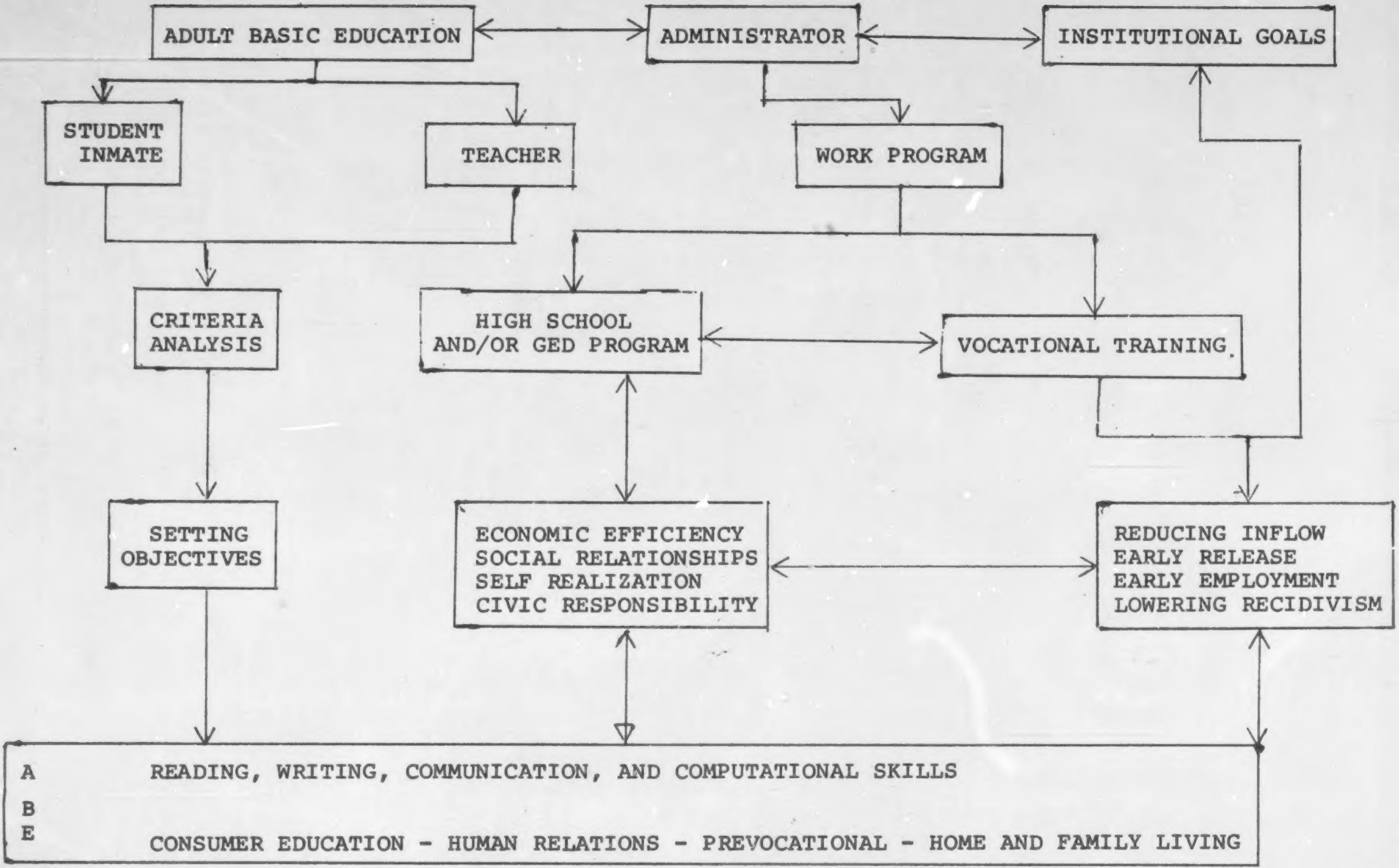
In an address before the New York City Bar Association last year, Honorable Warren E. Burger, Chief Justice of the U. S. Supreme Court, urged lawyers to visit the prisons because "a visit to most prisons will make you a zealot for prison reform." Far too many persons find it easier to attack the underlying social causes of crime rather than to work constructively toward improving the process of rehabilitation within prisons. The harsh reality of the lack of human changes that have occurred is inescapable. Two-thirds of all the 200,000 inmates of federal and state prisons in the country are the unfortunate victims of recidivism. They are caught in a cycle which for them is ineffective or only produces changes of short duration.

Yet, in order to develop a plan for adult basic education, you must recognize its potential for it to do the maximum possible for the inmate. Many of your concerns should be clarified at this workshop so that you can bring about required changes in your institution. How do you perceive your role in this process? What are the factors that prohibit you from bringing about these changes?

As you confer with state and local adult basic education personnel in the days to come you will find out much about the problems and concerns they have had in implementing changes. Profit from their experiences and their results so that your task will be considerably lightened in seeking out the various alternatives applicable to the situations you encounter. This accumulated knowledge of management expertise is not to be overlooked; but rather to be thought of as being at your disposal at a time of need. Adult basic education is not the only educational program in a correctional institution; but perhaps only one of several that could be operating with the large inmate population. Therefore an analysis of existing programs together with present educational and training needs is fundamental for you to provide a total educational program for the inmates.

Adult basic education can become a dynamic moving force when it diagnoses student needs and prescribes a well balanced program that will accomplish a student's objective. Those of you working in correctional institutions can identify the assorted number of crimes committed by your inmates, and perhaps the various factors that led up to the crimes. Similarly, you know the multiplicity of problems encountered by many inmates. There is no one prescribed component of adult education that can teach the inmates, what they need to know in terms of: 1) Knowledge, 2) skills, 3) attitudes and 4) behavior. Rather I would want you to consider teaching them purposefully and toward tangible outcomes that are measurable qualitatively and


ADULT BASIC EDUCATION
ADMINISTRATOR
INSTITUTIONAL GOALS
STUDENT INMATE
TEACHER
WORK PROGRAM
CRITERIA ANALYSIS
HIGH SCHOOL AND/OR GED PROGRAM
VOCATIONAL TRAINING
SETTING OBJECTIVES
ECONOMIC EFFICIENCY
SOCIAL RELATIONSHIPS
SELF REALIZATION
CIVIC RESPONSIBILITY
REDUCING INFLOW
EARLY RELEASE
EARLY EMPLOYMENT
LOWERING RECIDIVISM
A
B
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READING, WRITING, COMMUNICATION, AND COMPUTATIONAL SKILLS
CONSUMER EDUCATION - HUMAN RELATIONS - PREVOCATIONAL - HOME AND FAMILY LIVING

quantitatively if we are to demonstrate the functional uses of adult basic education.

Learning should be expressed in performance terms if we are to measure results of the instructional process. Several factors that should be considered in defining these objectives may include an understanding of:

1) What will the learner be provided?
2) What will the learner be denied?
3) What are the conditions under which you will expect the terminal behavior to occur?[1]

For students who maintain the lasting benefits of the program the changes must be permanent in nature. This is not without difficulty for both the inmate and the teacher. Teachers should know what the researchers have found that works elsewhere and this can be done through follow-up studies of rehabilitated prisoners from your institution as well. Information of this nature will be useful for immediate corrective action by you and should be considered by you as you implement your plan and/or follow the model provided for you as Chart I on the following page.

Managing Improvements in Adult Basic Education

As administrators, you may now become concerned with improving many components within your system. Many of these changes can be attributed to dissemination of research findings, in-service training of staff, independent studies, professional conferences, improved curricula offerings and providing an acceptable classroom climate for learning. To obtain these changes, you will have to become a innovator. Please consider the definition of innovation that originated at the institution we are at today. Innovation is a "deliberate, novel, specific change which is thought to be efficacious in accomplishing the goals of a system...willed and planned for, rather than occurring haphazardly."[2]

From the standpoint of performance the administrator should be concerned with reducing the cost to society for the rehabilitation of the inmates. Thus, it will be possible to show increased benefits as a direct result of managing the resources and personnel under your supervision. This is entirely possible by relating adult basic education to several objectives you may wish to achieve during the next fiscal year. These objectives may include several or all of the following, depending upon your commitments and the vision of the administration in attempting solutions using these project procedures:

1) Reducing the number of inmates entering the institution by 10 percent.

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[1] Robert F. Mager, Preparing Instructional Objectives, Fearon Publishers, (Palo Alto, California, 1962), p. 27.

[2] Mathew B. Miles (Ed.) Innovations in Education (New York: Teachers College, Columbia University, 1965), p. 390.

2) Reducing the amount of time for each offender serving less than a five year sentence by at least 10 percent.

3) Obtain jobs for at least fifty additional parolees for FY 1972.

4) Lowering the rate of recidivism of released inmates by 20 percent.

5) As a result of completing pre-vocational adult basic education, refer at least twenty students to a vocational program every eight weeks.

Each of the above objectives would require a separate plan of action, complete with action steps, and dates each step is to be completed. Full costs and manpower needed to accomplish these objectives must be determined early in the planning process. In the first objective mentioned, just suppose that through adult basic education that an individual would have an opportunity for rehabilitation before confinement to a prison. There are two projects that could be used as models for this plan; they are the Manhattan Court Employment Project in New York and Project Crossroads in Washington, D. C. Both of these have served as prototypes for three years. After the initial projects were terminated, other sources of funding were obtained to continue them because of their successes in treating those referrals. The City of New York picked up the operation of the Manhattan Court Employment Project and Washington Federal Court continued Project Crossroads.

Students involved in both of these projects were arrested for small offenses, mainly misdemeanors of autho thefts; either the first or second offense, in between the ages of 17-25. In those instances, a 90-day continuance before trial was obtained. During that period, guidance and counseling are used to provide one-to-one counseling for the individual. At the end of the 90-day period, an evaluation of the performance, potential, and promptness of the individual is made. If the individual has responded to the educational program, the charges against him can be requested to be dropped. Essentially, the prisons would not be used in this method but rather community-based correction facilities would be used extensively for corrective and therapeutic education purposes, for the individual. The cost of this program is again considerably less than what it would cost to institutionalize the individual.

Concerning objective number two, suppose that an individual could be released because of being rehabilitated months or even years ahead of schedule due to the effects of adult basic education. In Massachusetts, the approximate cost of each inmate is $4500 a year according to Samuel Tyler, Executive Director, Massachusetts Council on Crime and Correction. This would result in a substantial cash saving to society for each inmate released through this new approach. If one instructor could reach twenty such people in this manner and reduce twenty rerms by six months each, this would more than justify the continued operation of the program. Should the result prove effective in less than that number, so that it may not appear at first glance to be entirely balanced between societal cost and instructional expenditures, it would doubtlessly aid in reducing recidivism which a follow-up study could determine.

In terms of carrying out objective number three, a Job Development Officer could identify jobs for fifty additional parolees during fiscal year 1972. This additional service would aid considerably in changing attitudes of inmates undergoing ABE instruction. Through developing an instructional program to meet student needs and interests the outcomes as such are explored in various ways to make objective number four attainable. Hopefully, this is one of the ideas you will carry back to your institution. Additionally, there is the entire matter of transferring students into vocational training programs. By providing this transfer for the inmate, we are equipping him to enter the world of work upon his release.

Importance of Adult Basic Education

Developing adult basic education into an important component of the rehabilitative process is achieved when its goals are known and its successes recorded and shared between the staff and inmates alike.

> The program survives consequently only as it can appeal to students to enter into the program and remain in it. Of necessity, therefore, the program is sensitive to the goals which prospective and currently enrolled students themselves possess.[3]

The adult education act of 1966 was amendedin 1970 to provide for future expansion to the educational level of the 12th grade. It is anticipated that portions of fiscal year 1972 funding will be allocated for the level of instruction from the 9th to the 12th grade; however, the priority targeted population to be taught will still be those students with less than 8th grade. Currently, the definition is as follows:

> Adult education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, which is designed to ehlp eliminate such inability and raise the level of education of such individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunity for more productive employment and profitable employment, and to making them better able to meet their adult responsibilities.[4]

Goals of adult basic education in corrections identified from an earlier study are: 1) self-realization, 2) social productivity, 3) economic efficiency, and 4) civic responsibility.[5] Some states such as New Hampshire, require each local program director to report on the number of accomplishments completed by participants as follows:

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[4] U.S. Congress, House, Title III - Amendments to the Adult Education Act of 1966, Public Law 91-230, 91st Cong., 1970, H.R. 514, p. 39.

[5] U.S. Department of Health, Education & Welfare, Office of Education, Ryan, T. A. and Silvern L. C. (Eds.) Goals of Adult Basic Education in Corrections (University of Hawaii; Honolulu, Hawaii, May 1970), p. 17.

1. Foreign-born adults who learn to speak English.

2. Are doing their own shopping on a regular basis for the first time.

3. Former illiterates who learn to read for the first time.

4. Enrollees who recruited other under-educated adults into ABE classrooms.

5. Receive their citizenship papers.

6. Registered to vote for the first time.

7. Exercised their voting rights in public elections for the first time.

8. Disassociated themselves from public welfare.

9. Were helped out of the ranks of the unemployed.

10. Received pay raises or job promotions partly because of their ABE experience.

11. Qualified for job training program or opportunity.

12. Went on from ABE and qualified for the high school equivalency certificate.

13. School dropouts who participated in ABE and were motivated to go back to high school to earn remaining credits needed for diploma.

14. Are writing their own letters for the first time.

15. Became new borrowers of books from libraries, schools, etc.

16. First time buyers of newspapers, periodicals, etc.

17. Have made initial affiliation with civic, cultural, religious or other organizations and institutions.

18. Indicate that they are deriving more enjoyment and meaning from movies, radio, television, etc., because of newly acquired proficiency of English language.

19. Opened their first savings and/or checking accounts.

20. Are keeping a family budget for the first time.

21. Reported they are now shopping around for best values in food, clothing, household goods, etc.

22. Feel more comfortable and competent when filling out application forms of various sorts.

23. Are better equipped to help their children with school lessons.

24. Indicated that they are conversing more freely and more often in the family circle and in public places.

Data of this significance is readily understood and appreciated by public officials and taxpayers. Further, its public relations values is significant for federal, state and local agencies in recording human progress.

History

When adult basic education was initiated by the United States Office of Education in 1965, there were relatively few prisoners receiving instruction below the 8th grade level. College students and volunteers made some inroads in reaching the educationally disadvantaged within northeastern United States. The State of Pennsylvania probably mounted the first large scale attack on this problem. Other states throughout the nation followed Pennsylvania's example in the following years. Within Region 1, programs are operational in state institutions; and during 1970 more than 1,300 students were enrolled in ABE programs.

The State of Connecticut became acutely aware of the need for a stronger approach to reach the targeted population and applied for a Section 309 Special Project under the Adult Education Act. Essentially, this project, "Learn, Baby, Learn" is an experiment to find most favorable social education supportive services combination in terms of inmate achievement in ABE and post-release adjustment. Data compiled by the Department of Corrections indicated that in 1969 of an inmate population numbering 2,360, over 60 percent have less than an eighth grade education. Additionally, there were evidences of inadequate mental development and poor vocational preparation.

One of the results from, "Learn, Baby, Learn" reported by student R.R.E.J., Jr. indicated:

> Since I have come to "Learn, Baby, Learn" . . . when I have a problem I know how to deal with it and hope to learn more as I go along into the future, because I am not going to spend the rest of my life in jail; (sic) because I have to design for myself what I am going to do when I get out so maybe this "Learn, Baby, Learn" will help me.[6]

Another inmate, JF, pointed out several areas or personal improvement as a result of his participation, as follows:

> I believe, as a matter of fact, let me say I know its helped not only me but the whole group in many ways. Speaking for myself, I have learned many ways to better myself not only when I am released but while I am in this institution. Things that I know I could never stood (sic) up to before will no longer stand in my way. From someone who's always said he never had a break, I would like to thank you for the break you've given me.[7]

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[6] Quarterly Report of "Learn, Baby, Learn" Project, to the Department of Health, Education & Welfare, Office of Education, Division of Adult Education Programs, by John R. Manson, Commissioner of Corrections (Hartford, Conn.: Connecticut Department of Corrections, 1970), p. 8.

[7] Ibid., p. 14.

In one particular institution in Connecticut, approximately one-third of the inmates lack a functional knowledge of English.[8] Programs designed to reach this population would need a strong English as a Second Language component.

When the students in an ABE class at the Charles Street jail were asked to identify their educational needs, the answers obtained indicated emphasis on relevant topics, including:

1. Explain what an adult education program could do.
2. Movies on travel and education.
3. Procedures and information on court, law, warrants, and arrests.
4. General educational development tests - preparation and examination.
5. Afro-American History - shows and plays.
6. Personal and group therapy.
7. Motivate inmates to want education.
8. Current events.[9]

In another visitation, concerning the educational process the students expressed a desire for more group discussions and interaction. This same class found the topic of insurance to be highly relevant.[10]

Another excellent project conducted under the auspices of the federal government was the Draper Project. In this project it was reported that:

> Ninety percent of the men were school drop-outs or push-outs. Most had failed in school, had a marked distaste for public schools, teachers and books . . . Other facts revealed . . . Illiterates did not want to learn to read. Many prisoners did not want to get a high school education and quite a number aspired to a college education.[11]

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[8] Interview with James Dorsey, Connecticut Department of Education, Hartford, Connecticut, January 20, 1971.

[9] Interview with Theodore Fuller, Charles Street jail, Boston, Massachusetts, March 15, 1971.

[10] Interview with Jesse Davis, Connecticut Department of Correction, Bridgeport, Connecticut, January 21, 1970.

[11] John M. McGee, The Draper Project, Final Report to the U.S. Department of Labor, Manpower Administrator, (Elmore, Alabama: Rehabilitation Research Foundation, 1968), p. 24

Relationship to Other Elements in Correctional Settings

Educational Elements

ABE is concerned with what is going on in all aspects of the educational program. The more students actively participating in the educational program the greater the probability of it becoming "the thing" to do. In terms of scheduling, for example, will all students have an opportunity to obtain release time during the day, or must they work a full shift and go to school in the evening on their "own" time? A strong instructional program will see new staff members appointed and opportunities to incorporate differentiated staffing patterns, that will provide upward mobility opportunities for the instructors. A variety of course offerings will similarly provide more chances to meet the needs and interests of a larger number of students. As the prison moves towards expanded vocational training opportunities, the educational program should utilize work-related instructional materials. Benefits will accrue to the student when he transfers the knowledge from the educational component into the skilled training program. This would speed up the learning process as well as reinforcing or developing a high interest in both of them.

In terms of educational accomplishments within an institution, the transfer of an ABE student to a high school education program can be quite important to a number of inmates. Thus the administrator should strive to provide these programs; further, for those who are concerned with college level courses other sources of funding should be explored to provide this educational opportunity for this inmate population as well.

What the students have available for supplementary reading is also to be considered highly important. In a study by Johnson:

> An analysis of the reading preferences among Angola inmates . . . showed that fiction accounted for only 35 percent of the circulation, and the popular titles were those providing action, mystery, and/or historical background. Analysis of the non-fiction circulation records indicated strong interests in American Civil War and World War II history; geography and world travel; team and individual sports and games; poetry, and biography. Negro history led in the area of social sciences and popularized accounts of the pure sciences were in demand. The considerable interest in religion, in psychology was indicative of a desire for understanding and personal problems.[12]

In the Louisiana State Penitentiary 3800 inmates are confined, of whom 60 percent are black. High rates of recidivism and illiteracy are to be found also.[13]

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[12] Louisiana State Library, Break-through with Books: A Booklist for Adult Correctional Institutional Libraries, (Baton Rouge, La., 1970), Introduction.

[13] Ibid., Introduction.

Industry and Training Programs.

A number of prisons are encouraging work relief programs for inmates that fluctuate with the economics of the times. Instances where inmates are to be designated for such a program should provide for a strong impetus on pre-vocational job-related information to enhance their success in these experiences.

Among the numerous advocates of strong linkages between education and work-related training was former President, Lyndon B. Johnson, who stated:

> We must deliberately build into our education and training programs the opportunity to learn about work. We must deliverately build a side-by-side tandem operation in which education and work experience come together to provide the best kind of learning for a job, the best kind of working for an education.[14]

A number of training programs have been established that provide irrelevant training for inmates in occupations that are obsolete or in which there are few openings. In one such example a County House of Corrections was preparing inmates to be farmers and providing the milk to the institution as a result of the inmates' work. Yet when a cost analysis was conducted it turned out that it cost the county one dollar and sixty-two cents to produce a quart of milk when it could be purchased through competitive bidding for twenty-seven cents per quart. Other prisons which have woodworking shops, for example, emphasize production rather than training. Thus instead of rotating men from one job to another to acquire additional skill and experience, in some instances they are kept at one narrow job which is so restricted that it provides few opportunities for easily obtaining employment in that line of work upon release.

Conclusion

Perhaps I have aided you in identifying some of the problems of program expansion in adult basic education. Yet to resolve these satisfactorily, we must analyze all the elements of the problem and other various alternatives open to us. Together with this information you need a definitive plan of action indicating cost, effectiveness, manpower, and duration of time required to complete each phase along the continuum. When this has been coordinated, then I am confident that our impact on the client will be more substantial and lasting than was previously possible.

CONCEPTUALIZING ADULT BASIC EDUCATION IN CORRECTIONAL SETTINGS

Arthur B. Ward
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That is a pretty tall order.

May we start by defining a couple of terms and setting the boundaries of our discussion. We are going to formulate some ideas about Basic Adult Education (education of 8th grade level and below for adults) and assume that we shall be working with "normal" people, i.e., those who are not victims of Mongolism or some other mental affliction.

When the opportunity first developed for me to participate in this program, I was delighted and felt that I should probably learn a great deal while, hopefully, making some contribution to your information and background. Having been in education for many years--fisrt as a high school teacher, then as a supervisor of agricultural education in a state department of education, next a teacher-trainer at the college level, and finally working in continuing education--I have naturally synthesized a "philosophy" of education, e.e., a particular system of principles (a base of operations), which serve as guidelines for my efforts in the educational enterprise.

The purpose of education is to provide the opportunity for people to acquire knowledge and skills that will enable them to lead fruitful and meaningful lives while living peacefully and harmoniously with others. At first blush, it would appear that working with grade and high school youngsters would be vastly different from working with college students, and that working with adults would be still different. Actually, the difference is one of degree rather than kind. In the words of Dick Foster, Superintendent of Schools at Danville, California, "An adult is just a child with a big body." The basic physical and psychological "needs" are the same, but the differences in experience and background create differences in "wants" and "values". If we are to energize the learner, any developmental or educational effort must "make sense," i.e., it must be perceived as something that the learner needs or wants, something that has value for him. Unless this is done, we may get a sort of "antagonistic cooperation" on the part of the learner.

To quote Dick Foster again, "They will sit there looking at you, pretending to grasp each pearl of wisdom you're putting out, and the whole time they are thinking of all the things going on down the street while their education is being interrupted in school."

We may get the kind of responses we want, but then learn to our sorrow that we have simply conditioned the learner to respond to given situations, and that when he faces a new situation or some new variable, he is unable to cope with it. His learning did not become an integral part of his overall development and he was not able to transfer and adjust to the new situation.

The vast implications for information about the learner and his perceptions, if we expect him to grasp and use new knowledge and skills, become clearly evident.

And then the "ringer" was thrown in! This presentation is to be developed in the context of a correctional institution.

Since I've had no experience in this type of situation, all sorts of questions and possibilities arose to haunt me. Maybe the concepts and points of view about education which were developed as a result of many years work on the "outside" might not be valid for those "inside." After all, these people were sentenced to serve time for violating some law dealing with action they took with respect to other persons or to their property.

When I tried to bring forth something concrete that I know about prison inmates, I was dismayed to discover that in my reading and while listening to programs over radio and television, I had been concerned only about avoiding the possibility of ever having to come face to face with one of these people who might injure me or damage my property. I found that I had some rather deep-rooted prejudices and that possibly--in fact, probably--these people are not "normal." If either of these conditions were true, my presentation and discussions with you could not be relevant and would result in a waste of your time, or, worse yet, the development of downright hostility in you. You might well continue as you have been, convinced that there is really nothing for you to gain by trying to put to use the impractical ideas of philosophers, educators, idealists, "do-gooders," "crackpots," or what have you.

And then there is the matter of Adult Basic Education.

Being of a somewhat practical turn in mind, it became imperative that I do something about it. I had never been on the grounds or inside our State penitentiary, and although I have known the warden for many years, we had never discussed his work.

I made an appointment to meet with the warden to find out firsthand what the situation really is, i.e., what he, during his long experience, has found these people to be like; what is being done in the way of education for them; what are the perceptions and concerns of those who are responsible for the actual day-to-day educational activities; and, if possible, to gain some impressions about the inmates themselves.

The officer at the admissions building was expecting me, so I was admitted with a minimum of delay and red tape. I walked through a doorway and stepped out onto a sidewalk that led across a considerable open space to the warden's office. As I left the building, a gate of heavy steel bars clanged shut behind me and the strangest feeling came over me. My immediate reaction was, "Well here it is; there's no going back now!"

And then I thought, why the panic? After all, I'm just here for a few hours and then I can go back out--no problem. But suppose I were one of "them?" What would it be like if I knew that I couldn't leave when I had finished my appointment? Or, suppose I had to sit down with one of these men and try to help him find some "handles" that he could use to readjust and rehabilitate himself? Where would I start? How would he perceive me? What might be some of the problems I would encounter, and how could I go about doing something about them? That was probably the longest two to three hundred feet I've walked in a long time. I hadn't realized how comforting the warm atmosphere of a business office and the calm, courteous reception of an efficient secretary could be!

I found the warden concerned that they might be in a rut. While, by prison standards, there is a very good educational program in progress at our penitentiary and while an inmate can earn a high school diploma by attending classes within the institution (a diploma fully recognized by the State Department of Education and accepted for admission by institutions of higher education in the State), there have been no innovations, no attempts at creative change for several years. He feels there needs to be a re-examination of purpose, objectives, and implementation. He and his staff recognize the danger of complacency and the deadening effect that rote and unimaginative approach can have on their learners.

The warden pointed out that Nebraska ranks somewhere between fifth and second in the nation from the standpoint of literacy but that, on the average, the level of education is below 8th grade in overall institution intake. While a few of the inmates have had some college and many have had some high school training, there are many who are functionally illiterate, i.e., below 5th grade level. The level of education of those coming in is going up (which the warden feels is due to the increasing level of education among the population generally); and while the average age is younger, 95 percent of those coming in are dropouts. Thus, one of the most difficult problems the prison educators face is encouraging a man to participate in something he dropped out of school to get away from. Here the matter of relevance is even more real and critical than it is on the outside. Incoming inmates are given various diagnostic tests which serve as a basis for working with them on developmental programs. While encouragement to take advantage of the opportunity is pronounced, participation is essentially voluntary in that the futility of using force is recognized. There are some who have to think about it. Most come around after a day or two, though some of the hard-core inmates prefer to sit it out and so are tentatively written off.

No classes were in session while I was there. However, there was ample opportunity for me to examine and discuss in some depth, with the director of education and two of the five teachers, what they were teaching and how it was organized, the facilities, evaluation of progress and adjustments that were deemed appropriate, the rationale for action, and the overall reception by the inmates. While there were many aspect of the program that left something to be desired, I was really astonished by the oversituation.

Space, equipment, books, etc., were obviously make-do and reflected a limited budget. However, the dedication of the staff; the things that had been done to brighten the area; the evident pride of those inmates who had responsibility for tutoring others, painting walls, manning the library, and maintaining a biology section housing birds, animals, fishes, snakes, insects, etc. for observation and study; the handmade decorations on the walls--all of these contributed to the creation of an atmosphere that washed away the institutional feeling. This was particularly noticeable in the apparent attitude of several inmates who asked permission to come in to check over an assignment or to deliver something they had agreed to work on, or to build, or do for the classroom.

I found also that their I.Q. or native intelligence probably is a little different from that of society at large, that their actions are at variance with actions of others because of differences in background, knowledge, and experience. They have had a different system of values and probably have not learned to discipline themselves in making decisions that lead to action. When taken all together, this helped to make sense out of the action that had resulted intheir being there. They had taken the only action they perceived possible at the time. Essentially, they are normal in their feelings, needs, perceptions, and concerns, but limited in the information, skills, discipline, and values that constitute the criteria they used in making their decisions for action. Thus, I came to feel that my own conclusions about these people suffered from the same shortcomings--we differeed in degree rather than in kind.

Now let us get down to the essence of the matter--the identification and analysis of the propositions, assumptions, or principles, if you will, that seem to me could be useful to you as you develop and implement a program of basic adult education for those for whom you are responsible. These are few in number since they are not intended--and should not be used--merely as a prescription. Rather they serve to outline the boundaries within which you can work, to provide guidelines for action. But, most of all, they should raise many questions in your mind, provoke self-examination and suspended judgment until you have garnered all of the information and background available to help you make rational judgments about what you do, how you do it, and in what context it takes place.

The following four propositions sound quite simple and I have had little difficulty in getting people to agree with them. However, on careful examination you will find that there is considerable disparity between acceptance of a proposition or principle and the actions that are actually taken.

The first of these propositions may, in all probability, cause some concern. I have used it for many years in working with young teachers to encourage them to take a different point of view than is common about their relationships and responsibilities with respect to the learner. Teaching is usually defined as the dissemination of knowledge and the development of skills in the learner which are necessary for one to become successful and a good citizen. I should like you to think about this in a little bit different way.

Suppose we accept the proposition that: "Our responsibility is to help the learner develop his potential to the point where the teacher is no longer essential." You will note, I am sure, that this places the emphasis at a much different point. In the former statement the burden is on the student or the learner to assimilate and use what is presented to him. In the latter, the teacher has a great responsibility, not just to present material, but to help the learner assimilate, internalize, and intelligently apply the skills and information he needs if he is to perform effectively as a competent citizen and live in peace and harmony with his fellow men. If this is to be accomplished, the teacher will need to know a great deal about the potential, aptitudes, concerns, and background of the student in order to assure that the material to be mastered takes into account the perceptions and capabilities of the learner.

The next three of these propositions are really in the form of assumptions on which we shall base whatever action we take in our work with the learner.

The first of these is that basically man is honest. This, on first examination, appears to be quite simple and most would agree that this is a good principle. However, ask yourself or your friends, and note when you see action being taken, whether or not our relationships with and behavior in working with others are, in fact, based on the assumption that man is honest. First we shall become truly interested in the welfare and development of the other person with no thought of ourselves and a complete absence of selfishness in what we say and do. The other person, if he perceives that you are sincere, that you really mean it when you say we will deal honestly with each other, will come to the conclusion that his best interests lie in being forthright and not worrying about your motives in what you do. This tends to liberate him from any inhibitions so that eventually he can be helped to look at himself as he really is. This can be the beginning needed to help him grasp what this is all about and make realistic value judgments about the changes he needs to make, what he needs to know, what he thinks is important, and the action he will take.

The second of these propositions is that basically man is rational. If we examine this one carefully, we recognize that the differences in action or decisions made may rest entirely--and usually do--on the differences in background, information and values brought to bear in making a decision. If the goal or objective is in harmony with society but the action is not, then we must look for an explanation of deviant behavior in terms of information, skills, and perceptions that are utilized in making a decision. If a decision appears to be irrational, then we should look for deficiencies in one or several of these areas as explanation for the action and as a guide to what needs to be done in correcting deviant behavior and apparent irrational decisions.

Here, too, in order that we may be helped in exploring the ramifications, perhaps we should do some thoughtful reflecting on the criteria that may be used in deciding whether this person or that person would be a desirable one to have on a committee or in a study group, or in whom we could place trust for decisions and action. You might be astonished to find how often we say that one person can make better decisions than another, when actually the difference may reside in the amount and kind of information and background that each has available. What we may be saying is that a particular person's decisions are better because he makes them from the same kind of background and would come to the same conclusions as we ourselves might. What is needed, then, is a sharing of information and background. If we wholeheartedly accept this assumption, then we must recognize that there is a bare possibility that the other fellow may be right. In any case, we must share information to assure the best possible decision. In the process, we come to understand and appreciate each other's values, the influence of personalities tends to fade, and our deliberations center on the problem. We find that we can live with whatever decision is finally made.

The third of these propositions or assumptions is that any person who will be affected by a decision has as much right to help make that decision as any other person who will be affected by it. Please note the emphasis on the word "help." Too often our approaches to educational planning range all the way from the do-gooder to the chauvinist, i.e., from the attitude that the learner can do no wrong, that my responsibility is only to shield and to reinforce, a sort of honey-glazed laissez-faire at one end of the continuum to: he has no rights here, I have all the answers, there is only one way--my way, a vinegary arrogance and snobbery that drive people up the wall. Our real responsibility lies somewhere between these two extremes, and it may vary as we work with one person or another, or with one class or another. If properly developed, this concept provides an opportunity for the learner to help assure that whatever is decided upon will be realistic. It also provides the learner with the feeling that he is considered to be important as an individual. There is some recognition of his worth and capacity. At the same time, he takes on a psychological commitment and a sense of responsibility to carry through and make whatever is decided upon to work out, since he, in fact, did have a hand in making the decision.

Now may I suggest that to implement these propositions, the following framework can be extremely helpful. In approaching the development of any program of work, we should first help the persons involved to synthesize a statement of the purpose of the enterprise, i.e., why should we do whatever it is that we propose. The statement should be clear and concise, preferably fifteen words or less. This will force examination in depth with critical evaluation, synthesis, and re-synthesis, and will result in a broadening of perspective and a depth of understanding that is difficult to achieve in any other way.

We should then work with those involved in setting up a series of objectives or goals, i.e., what we hope to accomplish. It is well to state these objectives in terms of what the person or persons ought to be able to do as a result of participation in the proposed activity if we are to accomplish the intended purpose. This can be helpful in several ways. Everyone concerned will emerge from this process with a much broader perspective and greater depth of understanding about the proposed activity than too often is the case. Then, too, since this provides the learner with an overall framework of reference, he will be better able to fit together into a coherent whole the various activities and items of information as they grow out of study and discussion. He will recognize relationships and order, and will appreciate the need to behave in an agreed upon fashion. He can and often will proceed on his own, and the entire enterprise will make sense to him.

I am confident you recognize that the treatment given to these propositions or principles has been rather cursory. First, to develop them extensively would require a great deal more space and time than we have available. Second, it leaves a great deal for you to do in thinking these things through. As you do, it will then become a part of your thinking and you will incorporate it into the framework of your own perspective and realize full well the possible relevance here of an old saying: "You can lead a horse to water but you can't make him drink." But let's add to that, "unless you salt him properly first." Hopefully, you have been salted so that when you go to the spring you will drink more heartily. As you go about your business of education, I should like to suggest that as a capstone criterion you ask yourself, as you formulate plans and make decisions: Is this what I should like to have happen to me were I in the other man's shoes?

As a last observation, may I again call on Superintendent Foster: "When you leave here, you may say to yourself, 'I didn't learn a single thing from that presentation.' My only advice to you is: don't let it worry you. After all, it has taken you a long time to get in the shape you are in."

INSTITUTIONAL AND COMMUNITY RESOURCES

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University of Georgia

The Walt Disney Studios have as part of their official organization a Department of Imagineering. So far as I know, no correctional agency has such a department, but if it existed, I am sure it could be extremely useful. My assignment here, as I view it, is to focus on the kinds of features--programs, facilities, people--that a Department of Imagineering would be likely to catalog as resources.

Traditionally, I'm afraid, institutions tend to be self-sufficient. Society has been all willing to purge itself of its irritants (the offenders) by relegating them to institutions and thus keeping them out of sight. The institutions' response has been to try to do just that--keep them out of sight.

This is fine as far as incapacitation is concerned, but they don't stay out of sight. Ninety-eight percent of them leave the institutions and return to society as they complete their sentences. Herein lies the problem. If our main objective is incapacitation, they return to society pretty much in the same state in which they entered the institutions, if not actually worsened by the experience.

For a couple of generations at least institutions have moved out in front of society itself. In addition to being "warehouses" many have attempted to be "repair shops" as well by providing therapeutic programs of various sorts. One of these therapies, the one with which we are mainly concerned here, is education, or a combination of education and vocational training.

Institutions are not educational agencies per se, so it would make good sense for them to consult with local schools, state departments of education, universities--institutions whose primary function is education--in order to obtain guidance and assistance. Some of this is being done, but not nearly enough. Instead, the institutions set up their own little red schoolhouse and their vocational shops and open up for business. And they get some business, too, despite the fact that most of their offerings are carbon copies of public programs--programs in which 90 percent or more of the inmates have already failed in the free communities.

I should interject here, I suppose, that there abound criticisms of correctional education--that it hasn't proven itself to be correctional. Sure, the criticisms go, we turn out better educated and better trained people, but they are not corrected at all. They are still social misfits and are more likely to recidivate than to make good. Three-quarters of our penitentiary inmates have served previous sentences.

Such criticisms to the contrary, most people, including many who voice the criticisms, believe in the efficacy of institutional educational and vocational training programs. They, we, are dedicated to the continuation of these programs, but we must be dedicated also to their betterment by identifying and utilizing every resource which the institutions themselves or the communities offer.

Let's explore some of these resources. Let's look at two aspects of institutional resources: a) staff, and b) the inmate. Following this we will focus on community resources.

Staff

The most important single resource has to be people--for our purposes, the people who work in the institutions. For the most part, I believe we have responded all too well to society's mandate: incapacitate the offender. The keepers have been little above the level of the kept. What with low prestige, low pay, political interference, and all the rest, we have resisted, rather than embraced, professional growth. There's no telling what percentage of the successful return of our charges to the free community has been in spite of our ministrations, rather than because of them.

Through the years, we have been entirely too authoritative. We've been thus because this is what we've thought has been expected of us. Didn't the convict come to us with a sentence of so many years "at hard labor?" And don't you ensure hard labor through the use of a whip or a club?

Perhaps our first and best breakthrough has been a reduction of our repressiveness through personnel development. We have come to realize that if there is to be correction it must be through the growth of our charges. The one thing they don't need is to be further degraded. They've already done a pretty good job of degrading themselves by coming to the institution in the first place. If they are going to be corrected, they need to be "lifed up"--not "knocked down"--and directed along a path of growth.

This comes about when the keepers provide for, and allow, the kept to experience growth. The keepers themselves, therefore, must be schooled in the behavioral sciences. When they "understand" human behavior they develop a stability and a security in their job. They don't need to be threatened by the compensatory acting out of an inmate. They learn that when the inmate "blows off steam", he is not threatening their security, he is not directing his venom at them personally. He is, instead, striking out at his own plight or impotence. If they refuse to be insulted and remain calm and quiet, the inmate undergoes his catharsis without having more problems heaped upon his already overburdened shoulders. He can be helped to pick up the pieces and go on.

Authoritative reaction simply provides him an excuse to continue, or to repeat, in the spiral of retaliation. If we punish him for "insulting" us by isolating him, or taking away his privileges, or other, he has confirmed for him the reality of his complaint, and this provides him the incentive to continue striking out.

So, the first, great resource is the opportunity for staff development. If we don't employ people who already possess this development in the behavioral sciences, and we certainly don't in the main, then we can send them off to school, or bring the school, the university, to the institution.

One fine example of what I am describing is the cooperative program currently being conducted by Sam Houston State University in Huntsville, Texas and the Texas Department of Correction. How effective it is I don't know, but it is operative, and that's the necessary first step. At any one time, I understand, up to a hundred Correctional Department personnel are at the University pursuing a study program in corrections at either the undergraduate or the graduate level. While they attend classes for a quarter, or a semester, at a time, their work slots at the institutions are filled by a comparable number of University students who are co-oping their way through school in preparation for a career in corrections.

I expect that many of these students are, or are destined to become, uniformed correctional officers. If so, the idea should be applauded. A fairly recent study (Glaser, 1964) points out that, in the main, inmates who make good in the free community upon their release from the institution give major credit not to the warden, not to the associate warden, not to the Chaplain, or the social case worker, or the teacher, but to the uniformed correctional officer who supervised them all the hours they spent in the cell block or dormitory and/or to their work detail supervisor. How important it is to man the institution with educated people free of emotional insecurities!

Perhaps the best analogy here for those engaged in education and vocational training in the institution can be found in a new book (Knowles, 1970). Knowles expends a good deal of energy in differentiating between "pedagogy" and "andragogy." I think all of us probably know that pedagogy means the teaching of children. It is the process by which the teacher "imposes" learning on the child--leads him through the process of accumulating facts, through the association with which he accumulates additional learning.

Andragogy is a coined word which Knowles uses to mean the education of adults. Unlike pedagogy, it avoids the imposition of anything on the adult learner. Instead, it is an attempt on the part of the adult educator to capture the motivation the adult learner brings to the learning situation, the utilization of his already-amassed body of life experiences and the total of the life experiences of all his co-learners in the tackling of the topic at hand. The adult educator is a guide, advisor, assistant in the learning process, rather than an authoritative manipulator and well spring of information. If and when we learn the technique of using this philosophy in our institutional teaching, I think we put the responsibility where it belongs--squarely on the shoulders of our inmate students.

So long as we assume the mantle of responsibility for their learning, it will remain with us.

Of course, through all this self-development we find a concomitant. It is the responsibility for our own behavior. Teacher or no, vocational instructor or no, we are really all teachers. One great, enescapable fact is that far and away the best tool any teacher has at his command is the power of his own example. We can't be one thing and expect our learners to be another. The old cliche, "Do as I say, not as I do" is simply false. If we want our inmate learners to be law abiding, thoughtful, considerate, respectful, stable, we simply have to be all these thing ourselves.

One of the first principles of management spells our the responsibility of management for staff development. In the institution, this means that the chief administrative officer, the warden or superintendent, must see to it that his staff receive the education and training they need to carry out th ir jobs. He is the principal teacher. A valuable resource, however, one that is all too frequently overlooked, is his educational staff. Who is really better prepared, including department heads, than the professionally educated teacher to educateothers? Or, who should be?

I think that if I were a warden I would be inclined to rely rather heavily on the professional educators on my staff to educate the remainder of my staff. I vividly recall one warden under whom I served who operated in exactly this fashion. He sought out, and used, leadership wherever he could find it. I remember how cleverly he made use of the professional competence of the one psychiartrist on the staff. He required that the psychiatrist, although he could have worked sixty hours a day treating inmates, spend half his time in staff development. In this way, we spread at least part of the psychiatrist's expertise over the rest of the team. Couldn't teachers be used similarly?

We might bring to a close this discussion on staff with reference to six principles (Eckenrode, 1969) that correctional educators must observe if they are to be successful in their venture:

1. Educational activity must be meaningful to the learner.

2. Correctional education must be presented in a series of short-term goals because of the short interest span inmates traditionally present.

3. There must be reinforcement of learning.

4. The correctional education program must be in balance within the total institutional program.

5. The correctional education program must be an accredited one.

6. There must be constructive interpersonal relationship between the teacher and the learner.

If I were to add a seventh, it would spell out the absolute necessity that the institutional administrator be seen showing a personal interest in his institution's therapeutic activities.

The Inmate

Somewhere, somehow we must find a way to involve the inmate in his own classification, and this includes his enrollment in the institution school. Insofar as correctional education is concerned, the inmate is a reluctant participant. He is already a school failure. Depending on whose figures are used, we are told that upwards of 96 percent of institutional inmates are school dropouts. Only 4 percent have completed high school. Now, we expect them to enroll voluntarily in the institutional school program or respond favorably to our compelling them to attend.

People, and institution inmates are people, tend to resist being told what to do. Even though we rationalize that through their social sins and reslltant sentence they demonstrate that they don't know what is good for them and therefore we must make decisions for them, we must still contrive, not only to let them, but also to get them involved in their own decision-making. We must stop making all their decisions for them and let them, force them, to make decisions for themselves, even wrong decisions. We want to help them become independent, not develop further dependence upon us. Remember Malcolm Knowles' andragogy!

Some institutions utilize the system of having inmates "contract" to participate in short-term educational or vocational training projects. They are led, not coerced, into choosing one or more projects which they contract to complete. Each completed project opens up doors to other projects which spell achievement and rewards of one kind or another. A broken contract carries with it the withholding of rewards and other sanctions. The Parole Board allows itself to be influenced favorably by completed contracts and adversely by broken contracts.

Perhaps the most difficult part of conducting an institutional educational program is providing the proper motivation for the inmate student. Teachers are probably more frustrated by this problem than by any other. One possible solution, one which is not used at all despite its being completely and perfectly obvious, is to provide each convicted offender Pre-Sentence Classification!

We find an offender guilty, sentence him for a period of time in the institution, and then (and only then) classify him as to his strengths, weaknesses, needs, resources, and so on. If we were to do the classification process after conviction, but before sentencing, and then sentence him to the institution not for a period of time, but for an indeterminate period to accomplish a set of correctional objectives, I believe he could come to the institution already motivated.

There's nothing magical about the passage of time, or the tearing of a number of pages from the calendar. We sentence people for the wrong reason--until a certain amount of time passes--instead of until they complete certain, prescribed correctional goals: learn an employable skill, learn to read and write, complete high school, complete cosmetic surgery, or whatever. We're simply not doing a very good job of orienting prisoners toward time and then switching signals on them. We need something new and different to put the responsibility for their correction on their own shoulders, where it belongs, despite the ancient, time-worn mandate to incapacitate them for the protection of society. Society simply isn't being protected the way we're doing things now.

There will probably always be some persons who will not, or cannot, respond favorably to the kind of therapeutic sentencing I've just described. The indeterminate sentence, which has no minimum and no maximum period of time will provide for incarceration up to life if necessary for those who do not respond.

This approach, finally, should transform the institution from the warehouse, which it is now, in which inmates are either lumped all together or placed in pre-existing program slots to a therapeutic setting in which inmates' needs are identified and then programs are tailored to fit these needs. The institution should exist for the inmates, not the other way around.

The Community

It has been said that the free community can do all things for and with the inmate, except containment, better than the institution can. If we accept this premise, then we can jump on the bandwagons of the half-way house idea and work/study release programs which have been proving themselves, but in only a very small way, over the past dozen years. Then it becomes necessary that the institution be located near, rather than away from, the community.

People have felt generally that prisons should be out in the boondocks, away from everybody, so that we could protect communities from the contamination of the institution. Fine again for incapacitation, but lousy for correction!

I could catalog a whole litany of resources available in the community, but not available out in the hinterlands. I refer to such things as:

1. Employment for the work-release program.
2. Appropriate schooling/vocational training for the study-release program.
3. Hospitals to which inmates may be sent for medical/surgical/psychiatric care not available at the institution.
4. Community and university libraries.
5. Consultants (medical and other) to visit the institution to render service.
6. Contract teachers to supplement institutional staff on a part-time basis.
7. Trade Advisory Councils--local businessmen and industrialists who could steer institutional programs and gear them to community appropriateness.

8. Cultural programs (music, drama) which could be brought into the instituion and which selected inmates could attend in the free community.

9. Athletic competition (professional, semi-professional, collegiate, amateur). Clinics and demonstrations could supplement the competition.

10. Religious exercises, both inside and outside the institution.

11. University volunteers--students who would visit the institution on a planned basis to lead and conduct programs a la the Harvard plan.

12. University internships. Practice teachers, social workers in training, clinical psychologists in training, and others could well do part of their field internships within the institution.

13. University-Institution staff exchange. One sample suggestion is to have the assistant professor of criminology at the University and the associate warden of the institution exchange jobs for a year or two, so that each might learn the other's work. This exchange ought to be for a sufficient period of time to require each to "sustain" a program for awhile, instead of walk in the other's shoes for a period of observation only.

14. Research.

There are myriad other resources which deserve inclusion. Only one more will be mentioned in this paper, however. This is "contract teaching/ vocational training" which has already found its way into a few selected institutions. Because of lack of confidence in the institutional program, or because of the high cost of maintaining a fully-staffed institutional school, or because of whatever reason, a few prisons are now beginning to write contracts with community agencies to come into the institutions and conduct their schools for them.

This might be a good note on which to end: We must do a more creditable job of correctional education than it is thought is being done now or move over and let someone else have a try at it!

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INSTITUTIONAL AND COMMUNITY RESOURCES

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Until recently, we are all aware that very little had been done in rehabilitating the inmates of our institutions other than providing vocational training. It was evident that the vocational training was to provide these inmates, with some degree of efficiency, a trade which would enable them to become productive citizens when they are released from the institutions. Vocational training has not been the answer to the problems of the institutions anymore than it would have been the sole solution to the problems in our public schools. In vocational training, it is necessary for the person to have at least the basic education required to follow directions. Some of our inmates cannot read or write nor communicate verbally to the degree required in pursuing and maintaining a vocational trade. This, consequently, has pointed to the need for basic education in our correctional institutions.

When we attempt to teach adults the basics which are essential in the pursuit of any occupation or vocation, we must then start the process of evaluating the individual's learning capacity and achievement level as nearly as our instruments can determine and start from there.

The practice has been to make basic education available to all those who desire to participate. The next step is to determine the achievement level of the individual and the methods and techniques to be used in the teaching and counseling of these individuals. Keeping in mind that over 95 percent of the inmates will be released at a future date, it is imperative that these people have the fundamentals in education to enable them to function as normal citizens in our society. Considering that 75 per cent of the inmates have served previous sentences, one may question whether the effort is worthwhile. It is known that these people have failed to function normally in their society before. It is the responsibility of the institution to rehabilitate these people. In a society such as ours, education plays a major role in determining social status. Social status is closely related to the environment of the individual. Most persons released from institutions return to the environment that they were accustomed to before entering the institution. The inmates may be accepted by certain individuals in this environmental neighborhood. If he can be assured of acceptance in another environment or neighborhood, he is more likely to adapt to the challenge ahead of him. At least basic education is necessary for this transition. Many other factors are to be considered, other than basic education. Understanding some of the factors governing an individual's actions or counter-actions is necessary to determine what is needed for rehabilitation of each individual.

Criminal Behavior

A fairly recent study (Sutherland and Cressy, 1960) defines criminal behavior as behavior in violation of the criminal law. No matter what the degree of immorality, reprehensibility, or indecency of an act, it is not a crime unless it is prohibited by the criminal law. Criminal law is a body of rules regarding human conduct which have been promulgated by political authority, which apply uniformly to all members of the classes to which the rules refer, and which are enforced by punishment administered by the state.

Considering the nature of crime from the social point of view, the statement that we would have no crime if we had no criminal laws and that we could eliminate all crime merely by abolishing all criminal laws is logomachy. The name of the behavior would be changed but the behavior and societal reaction to the behavior would remain essentially the same, for the "social interests" damaged by the behavior would remain essentially unchanged.

By definition, a criminal is any person who commits a crime and a crime is defined as an act contrary to law, then it is evident that criminals are not just the persons we have convicted and confined to our instituions. In the span of a lifetime, most every individual will have disregarded the law to some degree or the other. It is easy for society to set the rules of the game for those unfortunate persons who commit a crime and are apprehended, but it is also the society's responsibility to provide practical solutions to the problems that keep these individuals from conforming to the rules of their society. Education is a solution to many behavioral problems. So many times our main concern is to confine the offender and be assured that he is kept confined. We too often forget that the persons in our institutions are liabilities and potentially many of these people could become assets. These same people can become assets to a society with little or no additional expense to society, if all available resources are used to the best advantage.

Our institutions are staffed with personnel who are capable of influencing other individuals. During the past several years, these personnel have been utilized to some extent in most of our institutions. Also personnel has been replaced that could not contribute to or were detrimental to the cause of rehabilitating the inmates. Many institutional and community resources are now being utilized in the institutions in Oklahoma. We will examine some of the resources provided by first the institution and secondly, the community.

Institutional Personnel

In referring to personnel, we put much emphasis on the employees of the institution and to a lesser degree on the inmates.

First of all, as already mentioned, the criteria for selection of personnel has been upgraded in the past several years to the extent that an employee is now an integral part of a team developed to perform a coordinated effort, specifically to rehabilitate the inmate and to help him become a functional member of society. If this goal be attained, we may expect a contribution to society when the inmate is released.

The attitude of institutional personnel toward inmates vary with individuals, but as a whole we sense a positive attitude toward helping rather than deterring the efforts of the inmate in becoming a productive citizen.

It is evident by the behavior of the inmate that he is in need of understanding and the feeling of being accepted. He has already been shown that he is a failure; now the responsibility of the staff is to show him that he can be successful. It has already been seen that the individual was unable to decide for himself which direction is the right direction. Direction comes through guidance and counseling. The staff includes personnel capable of understanding the problems of the inmates and helping determine the proper avenues that the inmates must take to correct the mistakes they have already made.

The wardent and associate warden as well as other immediate staff subordinates have great influence on the inmates. Sometimes this influence may cause adverse reactions of the inmate; other times respect for authority may be obvious. In many instances, respect for the warden or associate warden is gained by the consideration of the inmate that is shown by that warden or associate warden.

Institutions having professional personnel employed to perform professional services have shown great improvement in rehabilitating inmates. Educators can and should be responsible for the educational phase of the program.

Educators have been used to raise the educational level of the inmates and this has been accomplished. It might be alarming to know that some of these same inmates, after having been released, have returned to prison after having committed greater crimes than the previous ones. This is not saying that education is not beneficial in rehabilitating inmates, but rather that the inmate was not completely rehabilitated before he was released. He was still frustrated and not ready to accept the social challenges he had to face when released.

Many times a fellow-inmate can be the answer to the problems of another inmate. The two may be the solution to each other's problems or they could enlarge the frustrations of each other. After close analysis of all instituional resources, we will still find need for experts in other fields. The next logical resource to rely on will be the community resources. The following areas are very important to the realeased inmate. Oklahoma uses available experts to help the inmate adapt to the societal responsibilities after his release.

Community Resources

The first thing an inmate must realize is that he is the member of a family or group that has been gone. Things have changed since he was away, but most of the change has been in him. Consequently, social or family orientation must come first. Many decisions are forthcoming for the inmate. Reinforcement from the following agencies will help him in making proper decisions.

1. Family Affairs

    a. A psychologist will come in and give advice on matters of social life and personal life. He will explain the problems that face all members of society and each member's role if he is to be an accepted member of society.

    b. A medical doctor will give expert advice on personal life as well as health and hygiene. He will discuss the importance of hygiene in regard to good health and impress the inmate that his health is now his own responsibility.

    c. A minister can be of assistance in helping resolve family problems that might have risen as a result of the inmate's stay in the institution. A minister from each denomination is available at different times during the orientation period. The inmate is given the opportunity to visit and discuss his problems with the minister of his choice.

    d. Representatives from clothing firsm are called upon to discuss appropriate wearing apparel and give tips in the selection of the wardrobe that the inmate will need when he is released.

    e. A representative from the Narcotics Enforcement Agency will have a session with the inmates before their release. A question and answer period is provided to enlighten the inmates on the effects of narcotics and the penalties for the possession, sale or use of narcotics.

    f. A qualified guest speaker will be available to discuss recreational opportunities and other worthwhile uses of leisure time. In most cases, this has been the greatest problem in readjustment.

2. Government Affairs

    a. A representative from the Vocational Rehabilitation services is now available in the institution to answer questions relating to employment and to aid in placing the inmate in suitable employment when he is released. He will also furnish the information requested by a prospective employer if it is relevant to acquiring the position for the released inmate.

    b. The Oklahoma Labor Union has representatives that give lectures to inmates that are to be released. The representatives will discuss the services provided by labor unions, the dues, responsibilities of its members, privileges provided its members.

c. A representative from the Social Security Office discusses the benefits available through that office. He will discuss the contributions, disability benefits, retirement benefits, and services a member's dependents are entitled to in the event of death.

d. A banker or other person well versed in financial affairs will discuss budgets, borrowing, and money management.

e. A representative from the Department of Internal Revenue will discuss income tax and the services provided by the federal government as a result of this tax.

Services listed above and many more are available upon request if the community resources are explored and used to a great extent.

Resources Outside the Institution

Probably too much has been said about the services that are being or can be provided the inmate inside the institution. Many valuable services can be provided outside for inmates who have proven trustworthy or who may be in pre-release centers. Some of these may include:

1. Vocational or On-The-Job training may be available for the inmate who appears ready to take his respective place on the roles of the employed. This would give him the opportunity to adapt to the responsibilities of the job and also an opportunity to adjust to the social demands of his fellow-worker.

   The system has been successful for industry for many years where the apprentice learned the trade while earning a living. It is the same program being used by the Job Corps and other federal programs today. This would give the inmate a better chance for employment when he was released.

2. City, county, and state libraries are avilable for research and further study if the inmate so desires. The shelves are lined with books and all of them are never in use at the same time. Reference books are available in these libraries that will never be available in the institutions due to prohibitive cost of supplying a library when more essential items are badly needed. With proper supervision, inmates could utilize the wasted time that is spent in their cell houses. Research material is in great quantities that would increase the efficiency of the inmate in their occupation when he is released.

3. Medical facilities that provide much needed services that are not available in our institutions could be used to diagnose and prescribe treatment essential for the rehabilitation of some inmates. Many inmates need psychiatric treatment but are not able to get it in their present location. With proper treatment, many of these inmates could become productive citizens but will otherwise never be completely rehabilitated for release.

4. Theatres are available where live productions are being presented. They could be used to help develop culture by allowing inmates to attend some of the performance. These are performances that will never be seen inside the prison walls.

5. Colleges and universitites now have programs of internship that enable the student to train for his profession before he completes his degree. The internship is part of the degree program in many areas. The intern could come to the pre-release center and teach or practice social work or other training programs related to his future profession. The intern is well versed in the profession for which he is practicing and is willing to share the recent knowledge he has gained.

6. Programs of athletics could be organized. This is being done to some extent but not nearly enough. Competitive sports could be organized as they are in the public schools and colleges or even on an amateur or professional basis. Many games could be played as a means of raising funds for charitable organizations giving the inmate a feeling of supporting a whorthwhile organization while enjoying the recreation.

The above mentioned programs are not endorsed by the public today. It has been seen in areas where honor-farms and the newly established pre-release centers exist, that public sentiment is against such programs for persons who live close to these areas. People still classify all inmates as public enemies and feel that they should be kept together and given the same treatment. It will take time through experimentation to change the opinion of many individuals in regard to the benefit of these programs.

Conclusion

We have explored a few of the many resources available to inmates that are valuable toward rehabilitating him. The educational program is inadequate in our institutions and drastically so. The education program for the public is also inadequate even though vast sums of money go into it each year. The money that is spent for education is considered the best investment of funds in the American economy. Until the American public is convinced that education pays everyone dividends, there will continue to be that element in our society that will oppose any issue for education as long as it costs them money. Many businesses and industries evade the tax structure for education, but none of them wants functionally illiterates to keep their books. Neither will any of them hire the undereducated to work in cost analysis, but all of them complain when asked about the welfare program or unemployment benefits for those who cannot hold a job.

The inmates in our institutions, when released, will fall into one of the above mentioned categories. If he comes from the institution a social misfit, we can expect him to return. This does not mean that what the inmate is exposed to, he will retain. We must remember that he has probably failed in his educational endeavors already. He probably resents being told to do anything and many resent having to make decisions for themselves, but responsibility requires decision making. Many inmates would be productive citizens today had they made their own decisions, rather than depending on someone else to make the decisions for them. It is evident that the inmate must be able to make a decision before he is ready to be released. Some have seen their mistakes but done little to correct them. What have we done to help them by confining them to an institution and not helping them to correct their mistakes?

With the many federal programs available, I am certain that the solution is near, but who will make it happen? Constructive things do not just happen to people, someone has to make them happen.

Seminars such as this one being conducted at the University of Oklahoma and the others already completed or scheduled for future dates show great promise for that someone or group of someone who will make it happen.

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INSTITUTIONAL AND COMMUNITY RESOURCES

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Importance

Prisons, reformatories and institutions for the detention of adult offenders which were primarily instruments of confinement, punishment and oppression were tried for generations. Gus Tyler, former Assistant President of the International Ladies Garment Union, pointed out in the sixties that, "Whatever it is in the present system that corrections does, it appears it does little to correct. It may punish, it may remove, but it reforms only a minority, a minority that very well might have reformed itself without the system." One of the basic reasons that the correctional system fails is that the community itself has no clear consistent concept or comprehensive philosophy as to how the offender should be treated. The public attitude is a mixture of three levels of behavior; primitive, pragmatic and progressive. The Primitive, rising as gut reaction, calls for punishment; the pragmatic is self defense and calls for the removal of the offender; or the progressive calls for the reformation of the offender, the community or both. In practice, though not in theory, the primitive tends to be dominate. There is still a feeling when an offender is incarcerated, he is not only rendered harmless momentarily, but his punishment will also teach him how to behave. The end result in many cases is an increase in the rate of recidivism or even worse. For many, the system of corrections becomes a place of corruption, where the soft becomes tough, where the amateur becomes a professional,and where the accidental becomes permanent."[1]

For years an uneducated and disinterested public has advocated and encouraged a punishment approach in the handling of the offender. The public in essence has said, "take this individual who is anti-social. Anti-social in the respect that he is unable to live under our laws--place him in an abrnormal setting of concrete and steel called a prison. Isolate him from society, both physically and psychologically, cut him off from school, his job, his family and other supportive influences which we normally find in a community and after an extended period of time return him to us as a useful productive citizen." As a result, the recidivism rate has run as high as 70 percent in some states.

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[1] Tyler, Gus The Criminal and the Community (Current History) August 1967, pp. 102-106.

Because the system failed and because we have become more civilized, we have begun to work toward a more positive approach to resolving the problems leading to delinquency and crime. In this enlightened era a more positive and rehabilitative approach to the handling of the offender is slowly gaining support and momentum. This approach encompasses a philosophy and belief in the God given dignity and worth of every human being and a firm conviction that the public interest is being served through programs designed to help persons under confinement find their way to useful productive citizenship as early as possible.

In most states, less than 5 percent of the persons incarcerated are under life sentences or die during confinement. Thus, approximately 95 percent of those committed eventually return to the community. Whether or not the releasee will again offend or realize his potential in law abiding citizenship will depend in a large part on what happens to him during his sentence or confinement.

While we have a lot more to learn about personality development, we already possess enough knowledge to know thatif a human being grows up in a normal healthy family and community circumstances, chances are good that the person will be a normal happy law abiding citize. Conversely, we know that when a human being is being raised without love, in distruptive family circumstances, and/or in a high delinquency social situation, chances are high that he will experience adjustment problems which may be expressed in law violation. Most offenders come to us disadvantaged in a variety of ways. They are the products of broken and disorganized homes; they are the school dropouts; they are from low income faimilies and have no saleable skills themselves; they have not had or have lost their identification with religion; they have not developed healthy leisure time interests; they do not share the value systems of law abiding society and frequently they are not motivated toward change. Increasingly, they frequently have had negative experiences with the authority figures in their lives beginning with their parents and reject or are hostile to authority of any kind. Society, the families of these offenders, and the offenders themselves share responsibility for these circumstances in varying degrees. Whatever share of responsibility must be borne by society, it is in the interest of society that our programs provide opportunities for these people to have available use of the "tools" of growing up on responsible citizenship which they have not had or have failed to use in the past.

It is an accepted principle in rehabilitation efforts of all types--medical, vocational, academic, psychological, social, moral--that each persone in need of rehabilitation is in need because of a unique set of circumstances--heredity, social, economic, moral, psychological, ethnic, etc., and that, therefore, each individual must be studied, needs determined, and remedial resources provided on a case basis. These needs will range from the reasonable application of constructive discipline to in-depth counseling, and from vocational and academic training to the learning of the healthy use of leisure time. This requires a maximum of flexibility in the use of a broad range of resources. These resources may be available in a community or in an institution setting.

Institutional Resources

Facilities

Today there are about 400 institutions for adult felons in this country ranging from some of the oldest and largest prisons in the world to conservation camps for thirty to fifty inmates.[2]

Prisons have been typically designed with security and custody as the number one priority. Sixty-one prisons opened before 1900 are still in use.[3] As a result, with the emphasis on punishment, treatment facilities in most adult correctional institutions are very limited, outmoded and antiquated. It is only in the last few years with the coming of the professional educator, psychologist and social worker on the correction's scence that any significant progress has been made.

I had a friend who once said, "you can do treatment in a barn, but the better the barn the easier to recruit staff." Having spent three years as a Correctional Personnel Administrator recruiting professional staff I know the truth in that statement. One of the first factors a professional considers is what type of facilities are available. He asks such questions as "Do you have a staff professional library?" "Do you have adequate counseling and interviewing rooms?" "Do you have adequate academic classrooms and vocational training areas and equipment?" "Do you have community resources available?" All too often the answer has been no.

When we consider in corrections that we are dealing with 100 percent failures--even failures at crime, we should insist on the best facilities money can buy. We need the best learning laboratories available. We need the most modernized academic and vocational classrooms and equipment the system can afford. We need to develop sound professional libraries and treatment facilities so they become those of envy on the part of prospective staff rather than rejection.

In any prison population about 20 percent are incorrigible and will have to be locked up the majority of their adult life. Another 30 percent are sitting on the fence and could go one way or the other. The other 50 percent are first offenders and with adequate facilities and staff an effective rehabilitation program could be implemented. However, for many years we in corrections have spent the bulk of our money in security devices and fixtures for controlling the 20 percent beyond help, rather than improving the facilities and programs for the 80 percent who could benefit. In Idaho for example, of the total correction's budget, 88 percent is allocated for treating that 25 percent of the population under confinement while the other 12 percent is used for that 75 percent under supervision in the community. Hopefully, a new dawn is upon us.

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[2] The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections (U.S. Government Printing Office, Washington, D. C. 1967) p. 4.

[3] Ibid., p. 4.

Personnel

The biggest one single item in any budget is salaries and wages. For years people have felt that with the addition of the professional to the correctional system, significant gains in decreasing recidivism would be noted. However, the gains have been very minimal. It has only been in the last few years with the development of the "collaborative institution" has any light begun to appear at the end of the tunnel. The collaborative institution is structured around the partnership of all inmates and staff members in the process of rehabilitation. It tries to oppose the tendency for an institution to become isolated from the community physically and in terms of values, and instead seeks to assimilate inmates in normal non-criminal ways of life, partly through identification with staff, and partly through increased communication with the outside community.[4]

It means that each: the professional, para-professional, the non-professional and the inmate have a contribution to make in the rehabilitative process.

It means that people who have to live by decisions are involved in the decision-making process. Professionals, custodial personnel, other personnel and inmates alike are involved in a term approach in the resolving of problems.

It means professional treatment staff are providing in-service training for custodial personnel and other interested institutional personnel in group counseling techniques. In addtion, they are deeply involved with inmates on a one-to-one basis in both group and individual counseling.

It means educators are forming Inmate Educational Advisory Committees to help with course selection and program development. Extensive use is made of qualified inmate teacher aids in remedial courses with slower inmates.

It means custodial officer personnel are conducting lay group counseling sessions in the living units. They are also serving as sponsors to such programs as Alcoholic Anonymous and Gavel Club of Toastmaster's International. They also play a vital role in the classification process of inmates. No longer are they referred to as the man with the badge, but another team treatment specialist.

It means that an Inmate Recreation Advisory Committee is working closely with the Recreation Supervision to develop a sound and meaningful recreation programs.

It means a concerned medical program where inmates are treated with respect and dignity and given the best medical attention possible.

It means implementing a positive religious program which offers religious counseling and instruction to all faiths. It involves inmate participation in the planning and conducting of religious services. It permits families on special occasions to attend church together as a family unit within the prison walls.

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[4] Ibid, p. 47.

It means developing a meaningful, entertaining, and educational library, where inmates, staff, and community library consultants are jointly involved in book selection, planning, and programming.

It means that the Administration is willing to extend to the inmate the opportunity to take limited responsibility for the planning and operation of the institutional program through an elected Inmate Advisory Council. Opportunity for participation in this type of constructive social action while under custody can be one of the most successful and effective means for developing high morale and good discipline among the inmate population.[5] Inmates are involved in many facets of the institution which many of us have held as sacred ground for far too long.

It means staff and inmates work as a team in the classification process. Communication lines are open both ways and possibly for the first time the inmate sees himself as another human being rather than a person previously known by number only.

Equipment

Facilities and trained staff are only two of the major institutional resources. Equipment must also play a vital role. Without adequate equipment, peak efficiency cannot be reached. As a result, the taxpayer and the client are short-changed.

Adequate requests for equipment should be an essential budget request item. With the demands made upon staff by forward looking Parole Boards, Caseworkers, Psychologists and Social Workers there is an essential need for modern dictating equipment.

Educators need the latest materials in program learning, books, and audio-visual aids to reach the educationally deprived or slow learner.

A sound recreation program provides for proper athletic and recreational equipment for participants. Encouragement is given for leisure time pursuits such as hobbycraft, great books and music.

The chapel has the necessary religious materials for all faiths.

Community Resources

If the offender is to be successfully re-integrated into the community from which he came, then community resources must be developed and coordinated with those of the institutions.

Institutions

A variety of community organizations have a valuable role to play. However, the commitment must be made by the correctional agency to get them involved.

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[5] The American Correctional Association, Manual of Correctional Standards (Woodridge Station, P. O. Box 10176, Washington, D. C. 1966) p. 547.

Corrections for many years has been regarded by many in the academic field as a stepchild and inappropriate for academic preparation. It is now apparent that corrections can mae a contribution to the academic world. It also is apparent that institutions of higher learning do possess the necessary competence to assist the corrections field with many of the problems presently confronting it.

Correctional instituions offer a valuable experience for internship training programs in such fields as social work, psychology, pastoral counseling, law, education and playground recreation. It is a ready field for research in any of the behavioral services. In Idaho, through Boise State College, we have developed such a program with the Department of Social Work. In addition, we are attempting through federal funding to provide legal services to inmates by using senior law students at the University of Idaho.

With the continued emphasis on adult education, correctional institutions could offer potential teachers an exciting, challenging, and rewarding student teaching experience. The ederal Reformatory at Petersburg, Virginia was recently designated as a student practice teaching center of Virginia State College. Selected seniors majoring in elementary, secondary education and special education will be assigned to a certified teacher for an eight week practice session.

Qualified correctional staff and selected inmates can provide institutions of higher learning with living examples of the problems we many times only read about in textbooks.

The academic community is necessary for developing educational study release programs which permit the inmate to attend a college or university as a full-time student and return to the institution at night. The Oregon Project Newgate is a good example.

Senior and mature college students represent an almost untapped resource pool for establishing volunteer counseling programs with probationers, parolees and inmates.

Governmental agencies represent another readily available community resource. The State Law Enforcement Planning Commissions offer under the Safe Streets and Crime Bill funding for innovative treatment and correctional programs. In addition, it can provide outside consultants on critical problem areas confronting the correctional agency or institution.

The State Department of Vocational Rehabilitation can provide a more meaningful and realistic program for offenders, by establishing working units within the correctional institution. In addition, it provides the correctional institution with another community treatment resource person.

The State Department of Education can provide consultants and assist with the writing and development of adult basic education, academic and vocational programs. Through Departments of Higher Education college level courses for credit can be instituted within the institution.

The State Library Department can assist with planning and development of sound institutional libraries.

The present trend in Mental Health is the establishing of Regional Mental Health Centers. This concept offers an ideal continuity of programming for the soon-to-be released offender. Cooperative agreements should be signed between the correctional agency or institution and the State Department of Health or Hygiene for joint staff and services. Such a program would enable treatment started within the institution to be carried on into the community with no break in services. In addition, the Regional Mental Center represents a ready resource for in-service training.

We have recently developed such a program. As a result of the success of this program, our Regional Mental Center has applied for a National Institute of Mental Health Grant to broaden mental health services to probationers, parolees, and inmates in the State of Idaho.

In the area of correctional education, no resource has as much potential as the local school system. We duplicate in corrections many of the services already available within the local school system. The local school system usually has a ready stable of qualified teachers and consultants.

Early this year we began investigating with the Independent School District of Boise City, the possibility of developing a certified high school program. In September of this year, through a State Law Enforcing Planning Grant, a contract was signed between the Board of Corrections and the local school system. For a contract fee, under the administration of our Director of Education, the local school system provides us with a certified high school program five nights a week. This includes teachers and materials. Inmates who acquire enough credits for a high school diploma will be awarded such through the local school system. General Education Development Test preparation is also available. Next year we hope to hire staff jointly and expand the program to a day school.

Such a program offers benefits to the agencies concerned. For the local system it provides a ready made setting for testing and trying new and experimental methods in education. For the institution it means quality education and qualified teachers.

Organizations

Business, industry and labor also represent valuable community resources.

Correctional agencies should develop well-rounded Citizen Advisory Councils. Such a Council can advise the correctional administrator on policies and program development regarding the offender. During legislative sessions they can perform effective lobbying services.

Leaders from industry and labor can serve on trade advisory councils for establishing meaningful institutional vocational training programs. Because of their respective positions they can provide employment contacts for released offenders and bridge the gap with the union.

Service clubs can undertake the sponsorship of a variety of institutional programs. For example, in Idaho, the Boise Lions Club sponsors the Gavel Club at the Idaho State Penitentiary. This is a club for the improvement of public speaking. As most clubs are representative of the business community they also can act as an effective lobby. I have found them most willing to participate actively in volunteer probation and parole programs.

Individuals

The individual citizen can also get involved. One of the best potentials for community resources is the ex-offender. The ex-offender can be used in a variety of ways such as:

1. Community agency personnel working regularly or on a volunteer basis with probationers or parolees.

   The Office of Economic Opportunity through community action agencies and model cities are developing programs of this type.

2. Community information agents working in the field of corrections. The Seventh Step Program and FOCUS (Former Offenders Creating Understanding in Society) are examples. FOCUS, which started in Minneapolis, is primarily a public information agency, totally administered by ex-offenders. It serves as a prevention agency through public forums conducted for youth in area schools.

3. As professionals or para-professionals working in institutions or field services.[6]

The State of Oregon through its public relations and volunteer program has recruited a variety of interested citizens to work as volunteers within its penitentiary. Such programs as Bank Club, Black Culture, Car Racing and Building, Cycle Club, Slot Car Racing, Jaycees, Gavel Club and Lifer's Unlimited have been instituted.

Minority groups such as Negro, Indian and Mexican, should be encouraged to have outside sponsors and meet on a regular basis.

The citizen through his local church can offer assistance by providing Bible study courses and outside church services within the institution. Inmates on furlough or other release programs seldom know how to use their leisure time. Church attendance, personal encouragement and the providing of transportation would do much for some inmates.

We have only scratched the surface with the private sectors. There are volunteers ready and programs waiting if we only put forth the effort and accept the challenge.

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[6] Hill, Dave Roles of the Ex-Offender (Ex-Contributions, Inc. 439 Polk Street, Anoka, Minnesota).

Paul Kresh in his book, "The Power of the Unknown Citizen" states that "the citizen has far more power than he realizes, not only on election day, but everyday."[7]

Management Decisions in Utilizing Resources

Importance of Public Relations

In many correctional systems, the public has never been encouraged to participate except in a time of crisis. I firmly believe we should borrow a page from mental health and gradually advocate a modified open institution with an open door policy. The public is entitled to see how its tax dollar is spent. There is no better way than to give the citizen a first hand look.

Progressive systems should and are involving the citizen in overall management consultation and program development. As mentioned earlier, State Citizen Advisory Committees should be and are being formed in some states. These committees should represent a cross section of business, government, labor, industry, and interested citizens. They act as an advisory committee to the correctional administrator.

People of this nature on a volunteer basis can bring a wide range of skill, training, and technical know-how to a sometimes outdated and complacent system. They can pump new blook and new ideas into programs. Each one thus becomes a Public Relations person for the system. Legislators usually will heed public concern before those of the agency.

Correctional systems and institutions should develop color slide presentations and speakers bureaus--speakers bureaus should be made up of both staff and inmates. Nobody can truly understand the effects of a system unless he has experienced it. Inmates can present a side the public is unaware of or rarely hears. Of course, the system or institution must be willing to face up to its shortcomings and be willing to discuss them openly. The citizen wants to know and wants to become involved if only given an opportunity.

Colleges and universitites with classes of special interest in the behavioral sciences should be encouraged to tour the facilities; Service Clubs and other interested citizen groups should be afforded the same opportunity.

Summary, Conclusions, Recommendations

In summary, we have established a need and importance of institutional and community resources. If the cylce of the "Revolving Door" is to be reversed, correctional agencies and institutions must expand to the fullest extent possible institutional and community resource programs.

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[7] Kresh, Paul The Power of the Unknown Citizen, J. B. Lippincott Company, Philadelphia and New York, 1969.

With this in mind, the following recommendations are made:

1. Correctional agencies should maintain a continuous effort to mobilize and make use of the advice, assistance and cooperation of every agency within the state capable and willing to render assistance.

2. Institutions should offer incentives to non-professional staff who desire to become involved with institutional resource programs.

3. We still lack much research data about offenders and more important what kinds of programs succeed. With this in mind, we recommend that State Law Enforcement Planning Commissions place a high priority on funding research programs.

4. Correctional improvement requires money. For too long legislatures have considered corrections as a low priority item. This trend must cease. We recommend that institutions of higher learning and agencies dealing with the offenders develop a sound public relation program to inform the public of the need and offer their fullest support.

5. Courts should be given broader latitude in handling offenders. Laws should be passed at the state level which permit the court to retain jurisdiction in a case for up to the first 120 days after sentencing. This will enable the court and the correctional system to plan together in developing a meaningful treatment and rehabilitative program. It will permit them to make better use of available community and institutional resources. This plan is presently operating successfully in such states as Ohio and Idaho ad well as the federal system.

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INSTITUTIONAL AND COMMUNITY RESOURCES

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Adult basic education has experienced a tremendous expansion in recent years as educators strive to improve themselves and their techniques, and correctional administrators recognize the great need for better rehabilitative programs within their institutions. Coupled with this has been the enlightenment of the citizens toward the entire rehabilitative process due to the efforts of improved public relations by institutional staff.

In surveying the basic educational and vocational programs of a correctional institution, one must be extremely careful not to let emotions become involved to the point of overcoming good judgment. It must be carefully and fully recognized that the personnel workers of the institution are charged first with the security of the inmates in relation to society and secondly, with assisting wherever and whenever possible in the rehabilitation of those confined. A penal institution cannot go so heavy on education and job training as to lose sight of security. With security as the first priority within an institution, where do we go from here in the development of adult basic education programs in corrections? The day of ignoring rehabilitation is gone and thank God for that.

As one interviews and studies inmates he quickly discerns that there are those who behavioral patterns and records clearly show that they have no intention or hope of being rehabilitated, but mixed with these are the vast majority who are sincere in making amends by restoring themselves to society with changed attitudes and habits. If good results are to come from a program, guidance and counseling are keys to success. How far does society's responsibility extend for testing, evaluating and recommending a rehabilitation program for all felony offenders, and is the process of effecting changes in inmates a lost cause? There is no question that the educational personnel and job training supervisors are dealing wtth a different type of student and person--one whose lack of trustworthiness and learning capacity require more supervision, personal attention and stabilization. This, however, does not nullify the attempt at rehabilitation for society's protection. Testing and counseling incorporated into any educational program will produce enlightening data to assist in a better and more purposeful placement of those processed.

Adult basic education in the program curriculum becomes the communicating factor that precedes worthwhile academic education and vocational training. It is a constant task to explore and examine the media, materials and new institutional techniques available in all phases of education as well as their procurement. Advances in technology are a necessary part of program expansion and improvement, and result in new concepts in audiovisual and instructional methods which have become pertinent to adult education, outdating and upgrading previous methods.

It is a proven fact that about 99 percent of confined inmates must sooner or later face society again on the outside and for these inmates adult basic education, through good academic and vocational programs, properly accepted by institutional staff and communities, is society's best defense against a return to prison life.

Keeping these comments in mind, the importance of proper utilization of institutional and community resources comes into focus as one of the prime factors to be considered by any program development. Caution must be exercised in program development, however. Careful appraisal by qualified staff must be made of any and all agencies or individuals who agree to assist. A thorough understanding of the entire spectrum must be had by all participants if the propery results are to be obtained. Without this complete orientation the whole program can be in danger of failure. It is easy to see the importance of having qualified personnel make the evaluations and provide guidance for all who plan to participate.

Institutional Resources

The hub of the institutional resources wheel rests within the educational system or school. The coordination of all programs throughout the institution and community must come from educational staff with the approval and support of the administration. The lack of job skills and subsequent unemployment lead those paroled or released back into trouble and prison. Emphasis must be aimed at developing comprehensive vocational guidance and skills, remedial education and job skills. Experimental studies in the United States reveal that there is a sharp drop in parole violations among those released who procure jobs that pay well. Results of many studies show that the lower elementary grades represent the final completion of school for most inmates. Institutional practice should provide not only for identification interviews but also interviews by trained educational and vocational counselors; the purpose of which is to determine the educational level, vocational skills, aspirations and hopes of the individual, as well as to orient him to the educational and vocational opportunities available at the institution. At this same interview, a valid and reliable reading test should be administered to assist in placement at the proper educational level and to determine if the individual would profit from further education or remedial education.

A well prepared interview questionnaire concerning educational and vocational accomplishments, likes and dislikes, and testing results should be attached or added to the master identification sheet. This master identification sheet with the attached educational and vocational questionnaire should be available for use by the warden, deputy wardens, identification officers, educational supervisors and institutional parole officer. This assists in continuity of purpose and provides standard information for all inmates.

After the initial interview and reasonable helpful orientation with the inmate, and after he has had an opportunity to adjust to his surroundings subdue and calm his emotions, a reliable and valid intelligence test should be administered. This can be done individually (preferred) or by groups under the educational director or a trained counselor. The lapse in time provides for a more reliable and true intelligence quotient. Also, by having the reading ability determined previous to the administration of the intelligence test one would be on much sounder ground, as the importance of the ability to read has a significant bearing on a valid intelligence quotient and remedial instruction needed. These intelligence test scores and reading ability scores, combined with the interview will assist in proper placement of the inmate in the education and vocational program.

The academic work of the school and its completion should be reiterated time and again with inmates in interviews and group orientation. Once the placement has been made in the school program, the inmate should take an interest inventory, such as the Kuder Vocational Inventory which indicates a degree of interest in broad vocational areas and suggests related occupations. Later testing of aptitudes and abilities are desirable to assist in nullifying the lack of skills and subsequent unemployment. The Oits Employment Test can well be given at this point of incarceration.

The purpose of the testing programs, as discussed, in conjunction with the academic and vocational program is to assist the inmate in the development and completion of marketable and saleable skills. This will help to assure his re-entry into the business world with a comparable standard of living, and save the taxpayers money in not being a continual returnee.

Within the institutional setting are numerous resources, many of which are not educationally oriented but are essential to a successful program. Some of the more important ones are listed with a brief explanation for informational purposes.

Institutional Maintenance

This resource is utilized to provide the opportunity for selected inmates to learn while doing in certain work activities. An example is an inmate who assists a qualified electrician to learn the work and become proficient enough to pass outside license exams which enable him to function as a licensed electrician upon his release. With proper explanation and contacts, state licensing boards and union representatives are pleased to acceoperate in this endeavor. The same type program should be carried out in areas such as carpentry, plumbing, machine operators, barbers, etc. Good coordination is essential in order to successfully quality the inmate and satisfy requirements by licensing agencies.

Prison Industries

Industries within the institution can provide not only dollar savings to the operation but can offer real opportunity to inmates in learning marketable vocational skills and also teach good work habits. Programs must be continually evaluated because high inmate populations sometimes create poor work habits in an effort to avoid idleness. These practices permit work habits which will not be acceptable on the outside. The more coordination between schooling and industry, the better the chance to rehabilitate the inmate. Industries which function around woodworking, welding and machine shop, printing, body shop, auto mechanics shop, television and radio repair shop, motor winding shop, shoe shop, etc., serve as aids to learning vocational skills. No institutional resources discussion should overlook the informal activities in which inmates are engaged, such as cooking, baking, barbering, laundry, maintenance, housekeeping and hospital orderly work, for each of these provide great opportunity in the teaching of vocational skills, in the significance of work well done and the development of special skills, as well as the elimination of idleness among inmates. It is important to incorporate as many of these additional work activities into the vocational program as possible.

Another industry which offers vast potential for developing skills in the inmate is the prison farm. The farming operation offers a chance to gainfully employ and instruct inmates in modern farm practices. Great placement possibilities exist for those who have the skill and desire to follow this line of work.

Skilled Personnel

Utilize personnel with special skills to supervise as a security person; personnel able to give technical assistance to inmates who are trying to learn. Every institution has many talented employees who can provide much additional service if they are only asked and encouraged. An example is a guard with musical background who provides security during recreational functions but also provides guidance for the band, musical functions and inmate talent shows.

Improvement in the quality of institutional personnel must always be a part of the administration's program. There has never been great opportunity for guards, officers and correctional personnel to better equip themselves with more education. Adult basic education should not stop with inmates. The warden and his administrative staff should encourage participation in programs by all employees of the institution.

Community Resources

The searching out of community resources, the evaluation of their worth to the institution, the probable handling of public relations and the coordination of the complete utilization of these resources should be handled by the educational director under the direct supervision and guidance of the warden. In order for this phase of education to be effective it is imperative that communication lines be strictly designated, closely followed and open at all times. It is necessary to mention again that security is the first function of the institution and all personnel must understand it. When this is definitely understood then you may proceed to use the many community resources available. It would appear that a listing of these resources might be of value. Each community is different and each offers many possibilities. It will be possible for each of you to add others to this list, but this will provide an arena for thought.

Public School

The use of the local school system for educational advice and help is too often ignored by correctional educators. Exchange visits by both staffs can be of great value. The observation of progressive techniques in student classrooms can easily be adapted to adult education. Discretion must always be used but the public school offers great opportunity for educational improvement in corrections and should be utilized.

Employment Office

Cooperation between the institutional staff and the local employment office can provide untold opportunities for adult education. They give the general aptitude test battery and will administer it upon request. All inmates entering vocational training classes must take this test and all inmates in the academic school should be strongly encouraged to take it. Any inmate who requests the exam should be allowed to take it. The director of the office provides a speaker for pre-release programs. Close cooperation is necessary for proper employment placement with work release, inmate parolees and inmates discharged with special problems.

Two other agencies which can provide great assistance are the Manpower Development Training Administration and the Office of Economic Opportunity. The Manpower Development Training Administration can assist in vocational training programs in the institution and should not be overlooked when searching for community resources. The Office of Economic Opportunity can provide teachers and materials for basic adult education programs as well as many types of equipment for the program. Most of the federal assistance programs require some matching funds on the part of the institution but in many cases the match can be in kind or services.

Universities and Colleges

One of the greatest community resources in adult educational opportunity lies within our colleges and universities throughout the state. There is always a tremendous interest in research and once the initial approach is made, higher educational staffs will make available, research, materials, instructors and equipment to aid in the development and evaluation of your correctional programs. They will assist with training staff as well as educating inmates. Caution must be exercised to be sure that the curriculum meets security standards and the needs of the institution.

Vocational Rehabilitation Department

Counselors from this department are available to talk to inmates upon administrative request and to inmates who make requests directly to the rehabilitation office for evaluation and acceptance on the program upon release. They will set into motion the procedures necessary so that an inmate can be picked up on the program immediately upon release. The department will encourage further education for an inmate if they decide it is necessary and in special cases may assist the inmate in paying for correspondence courses. The program coordinator should keep close ties with the Rehabilitation Department.

Business and Industry

A program developed in South Dakota which has much merit in "Operation Stayout." This program is to develop attitudes and provide information that will assist the participants in staying out of prison once they are released or paroled. Local speakers are brought in semi-weekly during the two months period preceding discharge or parole. Speakers from the community volunteer their time to meet with the inmates. Topics of interest to the inmates are discussed (employment, religion, basic health, alcohol and drugs, basic manners, clothing, community responsibility, general insurance, employees and jobs, everday law, observations on education and "help" in general).

Question and answer periods follow the talks and it appears that the program is very worthwhile. No matter how long the period of incarceration, the inmate needs help with his problems and honest answers to his questions. "Operation Stayout" is an attempt to involve individuals in their own improvement. This attempt is based upon the desire of the individual to change or improve himself.

Recreational Participation

Great community resource potential lies in the field of recreational activity. Providing wholesome contact with the positive outside world can be accomplished by competitive games within the wall (softball, basketball, volleyball, handball, paddleball, horseshoes, chess, weight lifting...).

Religion - Entertainment - Service Clubs

Resources from the field of religion are unlimited and have great value within the institution. These efforts should be coordinated through the educational director with the institutional chaplain acting in advisory roles. Most entertainment groups gladly volunteer their time and efforts for the benefit of the inmates. Service clubs willingly sponsor the development of clubs within the walls (Jaycees). Clubs also are willing to participate in institutional programs and encourage inmates to improve themselves. Depending upon the backgrounds of club members, they can be a real asset to the educational program.

State and Local Libraries

The State Library Commission sets up programs for loaning books on a regular basis and on special needs from the interlibrary loan service. Through this method, a supplement of materials can be made available. The administration must be encouraged to have the State Librarian assist in recommending materials for use within the institution.

There are many, many resources available but time and space permit mentioning only a few. Thought and investigation should be given other potential community resources such as: (1) civilian advisory board for vocational and technical areas by industry or labor unions; (2) information sources in the community on the offender--courts, parole, military; (3) contract education by private industry. Example: guidance summaries by computer; (4) state supported teacher in-service programs; (5) Veteran's Administration and agencies, etc. The list goes on and on. Resources are only limited because of the misunderstanding between institution and community.

Institutional administrations must commit themselves to the task of providing better rehabilitation opportunity to the inmates in their charge. Once this commitment is made, the utilization of available resources will follow.

THE ADULT BASIC EDUCATION LEARNER AND THE LEARNING PROCESS IN CORRECTIONAL SETTINGS

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Introduction

"The challenge is to foster through every means the ability to read, write, and compute with the functional competence needed for meeting the requirements of adult living."

That is the definition for adult literacy which was adopted at the "January 1970 Conference on Strategies for Generating a Nationwide Adult Right to Read Effort", sponsored by the Department of Adult and Community College Education at North Carolina State University. The definition was, immediately following that conference, adopted by the Division of Adult Education of the U. S. Office of Education.

The key element of this definition is found in the final phrase, "requirements of adult living." These "requirements" must be determined by an analysis of adult living--in a "correctional setting," (a pastoral euphemism for gray prison walls and clanging metal lock-ups).

Robert Theobald, elaborating on Maslow's views on self-actualization, says of self-actualized individuals that they:

> "...have a democratic character structure which extends to all of their relationships. They are indifferent to class, education, occupation, status and race. Instead, such traits as character, capacity and talents are emphasized. Age and sex differences do not interfere with their acceptance of a person as an individual. They are willing to learn from anyone, but they accept nothing from anyone because of his 'position.'"

An analysis of adult living--adults in a self-actualization process--in a "correctional setting."

Paulo Freire, in Part I, "The Adult Literacy Process as Cultural Action for Freedom," of the monograph Cultural Action for Freedom, writes on an interpretation of man and the world and the process of man's orientation in the world. He says:

> "If, for animals, orientation in the world means adaptation to the world, for man it means humanizing the

> world by transforming it. For animals there is no historical sense, no options or values in their orientation in the world; for man there is both an historical and a value dimension. Men have the sense of "project", in contrast to the instinctive routines of animals.
>
> The action of men without objectives, whether the objectives are right or wrong, mythical or demythologized, naive or critical, is not praxis, though it may be orientation in the world. And not being praxis, it is action ignorant both of its own process and of its aim. The interrelation of the awareness of aim and of process is the basis for planning action, which implies methods, objectives, and value options.
>
> Teaching adults to read and write must be seen, analyzed, and understood in this way. The critical analyst will discover in the methods and texts used by educators and students practical value options which betray a philosophy of man, well or poorly outlined, coherent or incoherent. Only someone with a mechanistic mentality, which Marx would call "grossly materialistic," would reduce adult literacy learning to a purely technical action. Such a naive approach would be incapable of perceiving that technique itself as an instrument of men in their orientation in the world is not neutral."

My purpose in the use of these quotations is to emphasize the problem of planning an educational program for human beings who are in a "correctional setting." Much has been written on the subject, and it is difficult, for me, to find a way to say something different which may have some substance.

How do you set about providing an educational program which allows a man or woman to "self-actualize" when he or she is locked up, hidden from society and the community, and controlled in the fullest sense? How does a prisoner go about setting learning goals and objectives which relate to the "requirements of adult living" when he or she has to live in a condition of dependency, making very few decisions about what and when he or she will do something and, again, when he or she is removed from any contact with adult living in the usual sense?

That is the challenge which faces us as Adult Basic Education program administrators: the structuring of a program which carries out the intent of the legislation, through the best knowledge and methods available to us.

The Importance of Knowledge About the Learner

In structuring an Adult Basic Education program in a correctional setting which is to be measured on Adult Performance Levesl (APL) as opposed to the usual grade achievement levels, the importance of knowledge about the learner is critical; indeed, without such knowledge, there is no program, regardless of the numbers of teachers, books, techniques, etc. pulled together to meet the challenge.

Moreover, the depth of knowledge-of-learner needed for illiterate inmates as opposed to illiterates on the outside is itself a subject deserving of much more time than is allowable here.

The need for such knowledge was illustrated very well in a study of reading and computation achievement levels done in the North Carolina Prison System by David Bland. The concluding item in a section concerning implications from the study's findings states, "Finally, some of the findings may imply the presence of hostility on the part of the inmate." Definitely an Adult Basic Education instructor who plans for any degree of effectiveness will have to be knowledgeable of and able to cope with "the presence of hostility" in individual learners. Hostility, I should think, is very much a part of the adult performance in a correctional setting. Yet, how many paper programs have you seen which appear to have been developed under the assumption that inmates are all eager and willing to learn anything from anybody?

In seeking to know the inmate as a potential learner, there must be an attempt to ascertain the present condition of the learner in relation to the expectations and norms of the correctional institution itself, and the expectations and norms of outside society. Generally, only the latter of these two is suggested which further illustrates a point which is hopefully made concerning the difficult task of increasing performance levels for a "life" in which the inmate has very little opportunity to "perform": the point that Freire makes so well in calling the adult literacy process a cultural action for freedom.

Further, in seeking this knowledge, it must be understood that the learner, recognizing his incarceration, is, like all living organisms, a unitary, integrating whole, capable of feeling, doing and thinking. He is seeking to balance his educational disequilibrium, but in a correctional atmosphere has many more problem solving situations than he has had successes which give the experience to cope with those problems. He has his own pattern and rhythm of growth which is peculiarly his: his own speed in learning, in energy output, depth of feeling, and facility of insight. The learner brings with him a set of aims, values and social habits.

It is worth repeating that if any improvement in the adult performance level of these inmates is to be expected through Adult Basic Education in that artificial society--let alone achieved--the teacher must possess a thorough knowledge of the learner. From there, and given a well planned, individualized, "adultized" instructional program, the learner will gain knowledge of himself--the absolute necessity for true learning.

The Importance of Knowledge About How We Learn

According to Burton,

> "Learning is a change in the individual, due to the interaction of that individual and his environment, which fills a need and makes him more capable of dealing adequately with his environment."

To Hammonds, "Learning is the process by which one, through his own activity, becomes changed in behavior."

Ralph Tyler conceptualizes learning as

> "... the change in the individual which results from the experiences the learner has, that is, through the reactions he makes to the environment in which he is placed. Learning takes place through the active behavior of the student; it is what he does that he learns, not what the teacher does."

The problem of the artificial atmosphere in which the inmate is asked to learn and develop performance levels again confronts us. If any one of the three definitions of learning cited here is applied, the Adult Basic Education program administrator and teacher have the near impossible task of devising some simulated experience to allow Burton's "... interaction ... to deal adequately with his environment," or Hammond's "... process ... becomes changed in behavior;" or Tyler's "... experiences ... reactions ... to environment ... active behavior..." change.

There are ways to accomplish this, and in North Carolina we have experienced some success through programs such as the Study Release Program. This is a cooperative effort between the Department of Corrections and the Department of Community Colleges and other educational institutions within the State. It is a five-year experimental program which gives selected inmates the opportunity to pursue their academic or vocational interests at nearby educational institutions. The inmates participate as regular students during the day and return to the correctional subsidiary at night.

These students do not pursue the traditional prison type training program, but are enrolled in relevant programs such as diesel mechanics, electronic servicing, heavy equipment operator, electronic technology, mechanical drafting and design, business administration, to name a few. Tuition and fees are waived for these inmates at the technical schools; books and other expenses are paid from the Inmate Welfare Fund.

Of the original twenty students who were enrolled in this program in 1968, none was ever in serious academic difficulty. Five, at one school, were elected to the Student Council, and one was elected a class officer! Eight were paroled before they finished the program, seven did not finish because of disciplinary reasons, four graduated, and one is continuing a two-year program.

Since 1968, the program has been expanded from the original two technical institutes involved. It now includes five technical institutes, four community colleges, a national school for heavy equipment operators, one student attending the University of North Carolina at Charlotte on the G. I. Bill, and the private Episcopal school, St. Augustine's College in Raleigh, which is a predominately black institution.

This program is an application of what Austin MacCormick recommended forty years ago when he advocated using "every type of educational oportunity that experience or sound reasoning shows may be of benefit."

Clearly it shows the importance of knowledge of how we learn in planning correctional education programs, and of an awareness that learning does come from experience and interaction with the environment and with what Freire calls ". . . the sense of 'project.'"

Who is the Adult Basic Education Learner?

Characteristics

The Adult Basic Education learner--inmate in a "correctional setting" in North Carolina: 27 per cent are 20 years of age or less; 30 per cent 21-29 in age; 21 per cent, 30-39; 14 per cent, 40-49; 8 per cent, 50 years and above.

Forty-seven per cent are Caucasian; 52 per cent, Negro; 1 per cent, Indian. Forty per cent began school in rural communities; 35 per cent in small towns; 25 per cent, in a large city. Fifty-one per cent have never been married; 28 per cent are married; 10 per cent are divorced; 8 per cent legally separated; 3 per cent are widowed--and so on........ This is very necessary and very important information to someone who is planning an Adult Basic Education program, and it is, generally, stated much better by Mason Atwood, who writes,

> "...they exhibit certain predominant characteristics. A great majority are male, most are between 16 and 30 years of age, and they are severely handicapped educationally. Many have dropped out of school. They tend to have unstable work records and a lack of vocational skill. For one reason or another the typical offender has been the victim of material failure in a society which places a high premium on material success and he has little self-esteem. In fact, he has been described by some authors as a double failure for he has not been successful even in his criminal activity."

According to the North Carolina Probation Commission of all inmates one-fourth have psychotic difficulties of a severe nature, and one-fourth are retarded. To the North Carolina taxpayer the inmate is characterized as a cost item of $2,675.00, each, for one year's keep.

Again, these are all important items of information which the planner and the teacher must have in working successfully with the Adult Basic Education program; however, the learner, to develop his individual personal skills must be pulled off the page as a statistic and stood on two feet as a human being with his own set of faults and weaknesses; his own set of experiences and prejudices; his own strengths and unassembled assets; then, with his own characterization of himself to his teacher and to himself, will the learning start.

Goals and Objectives

Boone and Quinn in their "thin" but informative "little volume" entitled Curriculum Development in Adult Basic Education supply an excellent four-point guide for use in formulating objectives. They are:

1. Study of the undereducated adult as a potential learner.
2. Analysis of his culture.
3. Analysis of contemporary life.
4. Recommendations of subject-matter specialists.

A good bit has already been said about the learner, with some analysis of his culture and related analysis of contemporary life. Enough, at least, to make the point of this paper. To reinforce that point, which is a consideration of the real difficulty involved in planning and implementing a program of adult basic education in a prison, there are added below a few thoughts which relate to the latter three of the four steps above. Most of the quotations are from a "Time" magazine article which was, in keeping with the magazine's name, timely published during the preparation of this paper. The title of the article is "The Shame of the Prisons."

Analysis of his culture

> "The ... prison, a putrid pen built in 1929 to hold 400 ... it now contains 850 ... violent inmates prey on the weak. He ... becomes a number. His head sheared ... his cellmate may (be) a docile forger, a vicous killer, an aggressive homosexual.
>
> In this perverse climate he is expected to become socially responsible...."

It is known that the customs and patterns learned in the process of growing up are reflected in the behavior of individuals. It is apparent that the inmate has learned and practiced a pattern which is not acceptable to society. Individuals can learn and adapt to many situations. The problem then, in terms of relearning and new learning, is whether the Adult Basic Education instructor can successfully compete with the prison culture in the new learning process. Given the conditions above, it is doubtful.

Analysis of contemporary life

> "He is told when to wake up, eat and sleep; his letters are censored, his visitors limited. His days are spent in crushing idleness or at jobs that do not exist in the 'free world.' .... Everything is a privilege, including food ...." Already angry at life's winners, he becomes even more insensitive to others in a doomed universe whose motto is: 'Do your own time': trust no one, freeze your mind, be indifferent. .... Why struggle in a world that hates ex-convicts?"

The analysis of contemporary life gives off information pertaining to the individual in his present state, about those persons with whom the individual in his present state, about those persons with whom the individual associates--the group--and of the life conditions within his community. In setting objectives within this framework, the Adult Basic Education teacher is confronted with the need to make the learning situation meaningful through the transfer of learning principle: the finding of a similarity in real life practice and the classroom learning. He is attempting to provide the "experience" of learning. Can such a simulation be accomplished?

Recommendations of subject-matter specialists

As a source for setting objectives, the subject-matter specialists seem to have been called on more than any other one group, and this last of the four sources identified by Boone appears in many cases to suffice for all of the four. Entire programs seem to rest sometimes on the assumed worth of one or more subject matter areas--reading, math, welding, etc. with little or no consideration for the individual. Boone, however, indicates the need for such consideration in writing the challenge that Adult Basic Education teachers must make to subject-matter specialists. He says,

> "To respond effectively to this challenge, specialists must mentally project themselves into the environment and present situation of the undereducated adult (prisoner) and recognize reality as perceived by him."

In projecting themselves into this environment as well as they can, subject-matter specialists have found that from the standpoint of cognitive-skill development at least individualized programmed learning materials work better. With its characteristic of self-reinforcement, it does appear to be more beneficial and effective in the learning process than is the traditional classroom. As Atwood points out in reviewing the report on "The Task Force on Corrections," there is still a need for intense counseling and guidance services, particularly in our consideration of objectives set towards improved adult performance levels in a world misunderstood by the inmate.

What Principles of Learning Apply to the Adult Basic Education Correctional Learner?

Learning, to be effective, must be related to something that is meaningful to the learner. Experience is the most essential element in any learning process. What principles of learning, then, are most applicable to the learner-inmate?

The principle of motivation: Certainly a student who is motivated learns more readily than one who is not. The question is how do you develop intrinsic motives with an inmate who feels defeated, rejected and totally a failure? In most of our prisons, for certain levels of inmates--the felons under 40 years of age, usually, who have less than four years of schooling, are given plenty of extrinsic motivation--they are forced to attend classes. The good effect of such schooling, as all recognize, is minimal if not completely absent.

Learning without purpose and learning under compulsion and coercion are not effective. Learners will persist through difficult and serious circumstances when the objectives seem worthwhile and come from within themselves.

The experience of success is one of the key ingredients in maintaining good intrinsic motivation. Therein is one of the reasons for the adoption in many schools of programmed learning. It offers immediate feedback which reinforces the success of the learner and causes him to be more eager to continue.

Principles of Transfer

Boone says of this, "Application of a perceived relationship to another situation in which it is applicable is the equivalent of transfer of learning." It appears that, under the adage that "Crime does not pay," this is what it is all about. Along with the transfer of learning in that sense, there is the further, more overt, application in learning a new response pattern. That is the complete transfer of learning in which the learner exhibits several other principles.

With the new response pattern--a behavioral change--the learner demonstrates the operation of the principle of readiness: increased maturity, mental capacity, emotional and social adjustments. He demonstrates principles of relating to the individuality of the learner: goal setting, practice in setting realistic goals, the identification of problems which will yield success to the learner, and are thus reinforcing to his continued growth.

Summary

The point of this paper, as has been said several times, is to attempt to throw the term "Correctional Setting" into a hard light so that it stands out in harsh contrast to all the other "educational settings" that we know today.

In a discussion around the learner, this point has been emphasized in terms of the inmate's identification, his environment, the knowledge available about how he learns, and some of the principles involved in helping him to learn.

The conclusion is obvious: Attempts may continue to be made to successfully rehabilitate the thousands of men and women in prisons in this country through program upon program. None will truly succeed until we recognize, as is being done now, that the whole concept and attitude toward the running of these prisons is changed. You simply cannot take a human being out of society, lock him up, and expect him to come out a better man. Only relearning within the society in which he must perform will rehabilitate him. The implication is clear. The community must take more of the responsibility and risk in this effort. More walls must come down, more half-way houses go up, more work release, less meaningless labor; that is, if we mean that we are saying.

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THE ADULT BASIC EDUCATION LEARNER AND LEARNING PROCESS IN CORRECTIONAL SETTING

By Luther H. Black

To labor to point out a demarcation as to the deviation in adult learners of the regular social settings and learners in the correctional settings would be only speculative judgment. We are cognizant of the elements that are conducive to learning, but they may be more of an individualized desire and ability rather than an environmental of free-society making.

The principle that has priority is that adults are learning because they can learn. This knowledge was documented at the annual meeting of the American Association for Adult Education held in Cleveland, Ohio, in 1927 where Edmond L. Thorndike made his famous research report that age is not a major factor in the ability to learn.

In our visitations to, observations of, and button-hole techniques with correctional classes, we have found that where there are a good instruction environment, a good teacher-adult relationship, and continued learning revelance to inside and ouside instituion needs, human beings seem to forget where they are learning and knowledge becomes the prime objective of the student participant.

The Learning Process

Before we can come to grip with the process, a decision must be made as to which of the two processes are to be employed: (1) the external process, and (2) the internal process. The external process is the conventional learning approach where the emphasis is centered in the faculty psychology and where rote is practiced. In this process the tendancy is to view education as transmitting knowledge. The aim in the external process appears to be to transform the mind into a storage in which one can orderly place accumulated facts. This concept reflects that what an individual learns is determined primarily by outside forces, such as having good teachers, quality reading materials, and school discipline.

Recent information supports the internal learning process. Here, the actions take place on the inside and grow outward. The internal process is controlled by the learner, who engages his whole being--including intellectual, emotional and physiological functions. Learning becomes a process of need-meeting and goal striving by the learners. Thus, the individual is motivated to learn to the extent that he feels a need to learn. Ascertaining knowledge becomes a tool by which personal achievements can be made a reality.

(Knowles, 1970) states, "The important implication for adult education practice of the fact that learning is an internal process is that those methods and techniques which involve the individual most deeply in self-directed inquiry will produce the greatest learning."

The crime rate in the United States is the highest known to modern societies. This increased rate has affected the number of prison institutions and the economic maintenance of our offenders. Records reveal that there are over 200,000 individuals confined. There are 200 or more state and federal prisons and reformatories. The population for the institutions are increasing about 4,500 each year. The housing cost for the increase each year runs about $45,000,000. Current trends forcast that in the foreseeable future the number of prisoners and the related financial expenditures will continue to increase.

It is safe to state that about two thirds of the prisoners now in the institutions have prior records. Ninety-eight percent of the individuals are returned to civilian life. The average stay in confinement is about three years nationally.

Evidence from court and parole files as indicated by (Britannica, 1967) reflects the individuals discharged return to careers in crime within a year after release.

The figures quoted above refer to the State prisons. However, the table shown below provides an average daily number of inmates in all correctional institutions in 1965. (The Challenge of Crime, 1967)

TABLE 1.

1965 DAILY INMATES IN CORRECTIONAL INSTITUTIONS

Adult Institutions	
Federal Prisons	20,377
State Prisons	201,220
Local Jails and Workhomes	141,303
Total	362,900
Juvenile Institutions	
Public Training Schools	43,636
Local Juvenile Institutions	6,024
Detention Homes	13,113
Total	62,773
Grand Total	425,673

In observing the previous information, certain knowledgeable aspects have emerged. The observational input may well place the educational base for knowledge about the learner into four principal axioms: (1) the learner in the correctional institution is not a permanent fixture because of usual return to society; (2) the plurality and its economic and educational implications; (3) a national unified philosophy to guide the objectives of the institutions; and (4) the utilization of adult basic education as an interceptor of offenders, serving to help cushion their reintegration into a free environment.

The Learner Is Not A Fixture Of One Institution

Research shows that some ninety-eight percent of the confined individuals are released to re-enter our free world and studies further reveal that the average tenure of an inmate is three years. The number that is subject to return to society and the speed in which they return give rise to three conceptional judgments: (1) that the offender be given a chance to pay the debt to society; (2) that the correctional institutions be utilized to ready the persons for re-entering life's social station; and (3) that the neighborhood society be prepared to intercept the adult or youth and assist in the adjustment transition.

It appears to be a common agreement that some citizens violate the established laws. The violators are sentenced to confinement time. The major concern is the utilization of the time as the offender compensates for his error. The use of adult basic education could be an important instrument to fill this time gap. Such programs are emerging in some states but are not widespread to date.

Correctional institutions may utilize the educational program to help ready the offender for re-entering his community. The readiness process could take two dimensions: (1) improving his academic skills, and (2) changing his attitudes. Such educational instruction would increase the chances for employment or re-employment and substitute a better functional knowledge of a man-to-man relationship. The attitudinal adjustment will help enable the inmate to have job understanding and see his relationship to the job. This kind of knowledge may insure occupational holding and decrease re-instatements into the institutions.

Preparing the neighborhood to forgive and to receive the violator is a major problem. Even though the individual has paid his fine for the error we have not learned to forgive and forget. It is felt that this is an appropriate problem to which adult basic education may address itself. Units of learning should be added to the present adult basic education curriculum on this kind of neighborhood readiness. A referral system should be developed between the correctional institution and the local adult basic education program. Where the offender has been a part of the institution's program and is being released, the local supervisor of the adult program should be informed and steps taken to involve the releasee into the local adult basic education program. This interagency referral system would provide the opportunity for adult basic education local programs to become the educational and professional half-way houses for the new returnees to continue their educational development. This type of inter-institutional arrangement can develop the environmental setting for the individuals to establish new friendships, meet persons who are interested in learning, and have contact with a professional staff who relate well to their problem of adjustment and who motivate the students to enter a better pattern of life.

Plurality and Its Economic and Educational Implications

The daily audience of the United States institutions are:

1. Correctional institutions	362,900
2. Juvenile institutions	62,773

This indicates that there are 425,673 individuals that are temporarily separated from the regular basic opportunities which are afforded our general society. This is especially true with the 362,900 in the correctional institutions, because they meet the adult basic education age requirements. Such human resources are a state and national waste, which shows signs of increase each year. It is believed that a major portion of this economic loss can be reduced through investing wisely in an educational program which would be relevant to the returnees' needs after release.

Two professional steps seem to be of top priority in designing the program:

1. Survey each institution's educational needs.
2. Survey the current technological impact of the environment.

A National Unified Philosophy To Guide The Objectives Of The Institutions

Trade-wind trends are blowing in many directions as a new philosophy emerges for the United States' institutions. States and boards are being asked to re-think their concept in light of the role of the modern prison. Adult basic education may be the instrument, since it has the flexibility to contribute to this trend and assist in providing the essential ingredients for the new philosophy.

It appears that the national philosophy would address itself to such objectives as:

1. To develop programs of rehabilitating inmates.

2. To provide training and to help develop the kinds of attitudes needed to work with others.

3. To implant ways for the releaser to become involved in his community.

4. To involve inmate participation in the institution as much as possible so that it will have carry over effect in real life.

Important Knowledge About How We Learn

"How?" is the professional question about learning. This means "in which way; in what state or condition." It is believed that how an adult learns is relative in nature and may be expressed only in degrees; however, in dealing with the how in learning, in a more positive approach, we shall employ the word property. Thus, we shall refer to how we learn as properties of learning. The three basic principles that may add to the knowledge of how we learn are: (1) teacher-pupil instruction; (2) learning from class participants; and (3) the self-instruction process.

Teacher-Pupil Instruction

There is an old adage which states, "So goes the teacher, so goes the school." This adage can be applied to the instructional operation for learning. Teaching is always the major element for learning and controls the quality and quantity to a large degree. The work of the teacher is an indispensable factor in designing how an individual learns and the quality content of what is learned. Whether the instruction is in the correctional institution setting or the setting of our free society, the teacher is the pace-setter for the way we learn. The teacher may reenforce the correctional student's ambition through these teaching principles:

1. The teacher exposes the adult students to new dimensions of life fulfillment.
2. The teacher aids each individual to elucidate a broader aspiration for advancing his behavior.
3. The instructor assists students in diagnosing and bridging the gap between potential ability and level of performance.

Learning From Class Participants

The art of sharing learning experiences may add to and stimulate learning. This process can be expanded in institutional settings. Individuals who have certain knowledge in a particular field may assist others in learning venture. Peer-learning has been a rewarding experience throughout historic development. Participants relate to each other sometimes more effectively than to the teacher. The decrease of emotions and increased sense of belonging may become a real property of how we learn.

Self-Instruction Process

All learning does not require a teaching situation. Some learning experiences may be developed through self-instruction. That is, students draw upon known knowledge to assist in understanding new learning situations. Academic growth can be advanced in many subject fields through the utilization of the educational skills that have been previously developed to gather new insight of related learning. This approach can become quite useful in a confined situation where the teacher becomes a roving instructor or a visiting instructor, whose primary aim is to assist in problem-solving. The difficulties are reviewed and the learner receives new direction in pursuing his self-instruction program.

Who Is The Adult Basic Education Learner?

The answer to this question may be more complex than anticipated in the formulation of the question. The professional reply appears to be multi-answered. A long list could be provided; however, the number has been scaled to include the following:

1. A welfare mother, with or without a husband, with three children, she is locked in the welfare circle and is trying to advance in education, so that she may obtain a job which will provide more independence for self and enable her to become a better mother for the children.

2. A boy 16 years of age in the juvenile training institution who needs special academic instruction to meet his peer-group standard when released from school. He is also in need of an attitudinal renovation in order to improve the adjustment pattern within his community.

3. A former truck driver, twenty-eight years of age. He is married and has two children. He was grounded because he could not read. The driver will be restored to position when reading has improved.

4. A millionaire, who did not advance well in school and dropped out thirty years ago. He has discovered that additional education is needed to manage and expand his enterprises and to stabilize the socializational stratification.

5. An inmate, who will be up for parole in two years. He is concerned about increasing his academic knowledge, so that getting a job will be better after returning to social life.

6. An offender with life imprisonment. He has been in the reformatory for ten years. He joined the adult basic education class three years ago. Now he is in sixth grade. He is responsible for repairing the learning center, which was installed two years ago. He also helps others that cannot read.

Characteristics of the Adult Learner

The adult learner usually falls within a group whose age range is between 16 and 96 years. This population was born in a country with a free educational system, but finds itself lacking in academic skills to function in our democratic society. Such individuals make up a fraction of the population that was misled to believe that education was not important and, therefore, dropped out of school thinking that they could not learn. They have returned to vindicate that they have the ability to achieve.

Moreover, the adult learner is an industrious student who has discovered that he needs additional education; he works during the day and attends school at night to further enrich his life. He is a good father, who seeks to stimulate family learning by returning to school. This is the citizen who is helping to stabilize democracy by voting for the first time. The adult learner is an encouraged--once withdrawn--lady who will join church because she has learned to read.

Principles of Learning for Adult Basic Education Correctional Learner

Basicly the rules for the educational game in the correctional institutional setting varies only slightly, if any, from the regular social environment. However, principles are required to have a greater dimensional continuity. Since these do not, in my opinion, differ within a correctional setting, it is not necessary that they be listed here. It appears that the selected principles for learning in this environment would be based primarily on the following factors: (1) the individual differences; (2) the variation in adult inmates' interests, abilities, and experiences; (3) the application of use and disuse; and (4) an environment conducive to self-instruction.

The offenders' composition includes many states, geographical cultures, and backgrounds. Therefore, no one system or method would be capable of meeting the heterogeneous needs of a single correctional institution. The individual differences factor will need to be applied in many levels, degrees and forms. Such differences involve physical make-up, cumulative attitude, age, interest, ability, desires and previous education.

Usually the programs in the reformatories are limited because of the conceptional idea of the institution and the lack of sufficient funds which control the magnitude of the program. Studies continuously document the fact that adults have a wide range of interests. But these interests are limited to a confined environment, and a national interest variation makes it difficult to fulfill the desired needs.

Since interest in Thorndike's, 1935 study is an important factor in learning, this principle should be kept in mind when constructing an academic or vocationally oriented educational program for correctional learning.

The use of individual ability should be engulfed in the program planning. This will aid the individual readiness when released. The more the inmate can use his knowledge in a practical setting the better adjustment can be made to socially structured life.

The limited teaching staff in a correctional institution makes it impossible for the faculty to provide the necessary instructional time needed for each person. Thus, self-instruction environment should be provided when possible to re-enforce the program of instruction. This can be achieved through technology application. Examples of such utilization include: reading machines, learning laboratories, and programmed teaching.

Motivation

The influential act of pressure being exerted on an individual helps him to learn how to satisfy his basic needs at a given moment. Special efforts should be improvised to determine motives of adults. Their motives must be strong to overcome the end-of-day fatigue, weather, personal responsibilities and other adjustments. True motivation stems from the fulfillment of the desires of the student. Research as shown by (Sheats, 1953) has revealed that over two-thirds of a particular group of adult learners were attending school for reasons other than the course content.

In scrutinizing the experienced behaviors that interact on motivation, we have cut the list for brevity to the following: (1) growth needs -- this is not referred to in a physical context but in educational growth. The motive is to acquire advancement in academic and vocational skills which will help fit into the requirements of later life; (2) the need for security -- this need from an inmate point of view means being able to get a job after being paroled, holding the job, and being accepted as a person who has paid this debt to society; and (3) the need for recognition -- usually this audience is looking for social acceptance, or mainly feel that they must have peer approval. Therefore, emphasis should be placed on permitting them to achieve, so that their inner-self gets respect. Such motivating ingredients should be planted in the educational curriculum.

Conclusion

To draw a conclusion to a specific environmental setting for instruction as being a major factor in learning may be premature.

It appears that research in greater depth should be made before final judgment has been stated.

The four basic axioms seem to provide professional footprints that can be pursued in recognizing and implementing a program for the correctional institution. The internal process of learning has been substantiated to a degree, since this process is highly recognized as the direction that should be followed in expanding adult basic education in this dimensional field.

How we learn may be so relative in nature that it can not be pinned down to a specific pattern, but maybe the properties of learning could provide a more tangible aspect in which learning can be recognized, and more suspectible to reality.

Who the adult basic education learners are, depends upon the person speaking, the person spoken to, and the person spoken of. The major differences rest with the economic, social and cultural patterns of thinking rather than humanistic differences.

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THE ADULT BASIC EDUCATION LEARNER
and the
LEARNING PROCESS IN CORRECTIONAL SETTINGS

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Introduction

Good afternoon. It's a privilege and a pleasure for me to have the opportunity to talk with you for a few minutes about the Adult Basic Education Learner and the Learning Process in Corrections. May I take just a moment to outline my background in adult education to set the stage for my presentation.

I have studied and worked with adult education programs for most of my adult life. I am a product of adult education, having acquired through night courses all but a year of my bachelor's degree requirements in General Education and half of my Master's requirements. With the exception of tutoring and substitute teaching in the Boulder Public School system, all of my teaching and administrative positions have been on the adult level, with a great deal of experience in adult basic education programs. While I have not been involved directly in an educational program in a correctional setting, I have researched this area quite thoroughly, and feel quite confident that we can have a meaningful exchange of ideas.

If we examine the title of my presentation, "The Adult Basic Education Learner and the Learning Process in Correctional Settings," there appears to be a logical progression of topics to be considered. First, we should talk about the adult basic education learner, then about the learning process, and then discuss the implications of both as related to the correctional setting. As our time is limited I can only hope to cover the highlights of each topic. With this in mind I have prepared a rather extensive paper with a detailed bibliography, which you may consider at your convenience. Hopefully this will serve as a point of reference for your future study, and will save you considerable time in researching the literature.

Now let's turn our attention to the task at hand.

The Adult Basic Education Learner

We cannot discuss the adult basic education learner without making a few references to the entire field of adult education and the adult learner. To establish a framework for this discussion I would like to accept a definition of the adult learner, so we will have a common point of departure.

He is "the individual beyond the chronological age customarily admitted into the public school system, who is seeking to better understand the spiritual, natural, cultural, economic and personal content of his life through continuing education."[1] Adult students may fall into several basic categories, as outlined by Jensen:

1. Those who have never been to school.
2. Those who have attended school but have not achieved literacy.
3. Those who have high levels of schooling but low levels of skills competence.
4. Those wishing to continue education in a chosen field.
5. Those wishing to explore new areas of study.
6. Those wishing to intellectually utilize leisure.[2]

Any individuals lumped together into a basic category have certain common characteristics. While the range of characteristics of adult students is extensive and varies with different authors, a few of the most common characteristics of adult students are given in Jensen's report:

1. He is generally a voluntary student.
2. He must be recruited and, in many instances, convinced that he can and should learn.
3. He may be illiterate.
4. He may be functionally illiterate.
5. He may be a non-English student.
6. He may have had little or no formal schooling.
7. He is usually a part-time student.
8. He may have been away from school for a long time.
9. He may have a deep-seated fear of, suspicion of, or contempt for schools.

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[1] Glenn Jensen, "Seminar in Adult Basic Education," Heuristics of Adult Education, Courses of Study for Professional Preparation of Educators of Adults, edited by Vincent J. Amanna (Boulder, Colorado: University of Colorado, June, 1970). Grant No. OEG-0-9-151178-4196(323), U. S. Office of Education, Department of Health, Education, and Welfare, p. 59.

[2] Ibid., p. 59.

10. He may wonder if he can still learn.

11. He may have the most difficult problem of self-identification.

12. He may have to overcome feelings of insecurity and fear of competition with younger people.

13. He may differ widely in age, job experiences, motivations for study, and goals from other students in the group.

14. He may bring his personal problems, concerns, feelings, and dislikes to the classroom.

15. He may lack abilities because of his environment.

16. He may need to be stimulated toward self-improvement.

17. He may be in serious disagreement with the premises of the American middle class.

18. He learns in relation to his experiences.

19. He has less time to learn.

20. His need for motivation results from more than his desire to learn.

21. The undereducated adult must have strong motivation from the beginning.

22 Goals must be realistic and within reach.

23. He believes he has made a very serious decision in going back to school.

24. He believes the course he is taking will help him -- will better his education.

25. He expects information to be correct, up to date, and workable.

26. He is one of the greatest sources of talent for teaching others.

27. He is the determing factor in any adult education program.[3]

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[3] Ibid., pp. 60-63

Many of these characteristics apply to all adult learners, but there are some that apply specifically to the adult basic education learner:

1. He will be lower in scholastic aptitude than his peers who stayed in school. This will not be true of all, but on the average it will be true.

2. He will be easily discouraged and when faced with difficulties will be tempted to replicate his former drop-out pattern of response.

3. His home conditions, more likely than not, will be non-conducive to study and homework.

4. He is more doubtful of his ability to learn. He has already rejected, or been rejected by, the school system. It will be hard for him to rationalize a return to the scene of his earlier failures. The inference is clear that if he failed before he is likely to fail again.

5. He uses and reacts more readily to non-verbal forms of communication. Since his vocabulary is limited, he is forced to do much of his communicating on a non-verbal level. He is extremely sensitive to non-verbal cues and tends to judge more by action than words.

6. His social values and goals differ widely from the upper and middle class values of his teachers and other school personnel. The undereducated adult will have a different value structure and in many instances will show indifferences or even hostility to social institutions such as schools, churches, etc.

7. He will have more physical handicaps than his peers who continued in school. In this group because of lack of medical care and high tension levels, there will be more cases of poor vision, poor hearing, speech defects, high blood pressure, heart trouble and missing arms, legs, and fingers.

8. He may be very defensive, self-conscious, and suspicious of strangers.

9. He is unpredictable in attendance -- needs constant reassurance and encouragement.

10. Long experiences will cause the adult learner to be set in his ways and resentful of change.

11. Adult students are highly motivated when they appear in class. However, unless reinforced early and frequently, this motivation will evaporate.

12. Adults are more likely to have feelings of inadequacy leading to a fear of failure. This is particularly true if they have had previous school failures, or if their formal schooling was in the distant past.

13. The ABE student is likely to feel insecure, embarrassed, and fearful that he will be inadequate.

14. His insecurity leads to the need for an early experience of success.

15. His work pace must reflect his capabilities -- it cannot be so fast as to frustrate him or so slow as to bore him.

16. There is the need to treat each person as a unique individual.[4]

Actually, while some of these characteristics are present in all adult learners, it is impossible to create a composite which would include them all. The concept which we must accept, then, is that of the uniqueness of the individual, and this concept must be the cornerstone upon which any educational program is built. This, then, leads us into the second phase of our discussion -- that of the learning process.

The Learning Process

The recognized aim of education is to effect change in an individual's behavior and/or attitudes. In society as a whole, education is a cyclic phenomenon. Education changes the individual, the individual changes society, changes in society are reflected in changes in education, and again education changes the individual. Now let's narrow the field a bit and discuss how change can be attempted in the impoverished individual -- the type of learner we are most likely to have in our correctional institutions.

According to Morton L. Arkava, change in the impoverished individual is:

> "Based on the underlying assumption that the impoverished individual is somehow faulty, inadequate, or incomplete, and that his impoverished condition can be reduced by

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[4] Andrew Hendrickson, "Teaching Adult Illiterates," Heuristics of Adult Education, Courses of Study for Professional Preparation of Educators of Adults, edited by Vincent J. Amanna (Bounder, Colorado: University of Colorado, June 1970). Grant No. OEG-0-9-151178-4196(323), U. S. Office of Education, Department of Health, Education, and Welfare, pp. 135-40.

> changes which are directed at making up any existing deficit that he may have, or in some way providing the missing parts which would tend to make him complete."[5]

The author continues:

> "Education appears to be by far the most appealing strategy of change in terms of its historical and social perspectives. The educational approach operates on the assumption that in order to operate effectively in a society, a person must be prepared to assume and fulfill a number of different roles. Without adequate training as part of their preparation for role assumption, persons are deficient and cannot fully participate in the parent culture. Education has been broken down into a number of different specializations, each of which are directed at the preparation of persons for various roles and sub-roles within the society. Thus, we have specialized types of education, such as vocational education, as well as general education for total citizen participation. The educational process is based on the further assumption that men are guided by reason, and that they will utilize some rational system of calculus in which they determine needed changes in accord with their self-interest. From this point of view, the chief foes of human rationality and the changes based on rational processes, are ignorance and superstition."[6]

He goes on to say:

> "An educational approach is one which is designed to supplement existing educational and social defects, primarily directed at the development of minimal occupational and social skills. This is a supplementary type of education designed to move a person out of a situation of impoverishment and into a nondeviant role in the society by providing the person with what are assumed to be the minimal skills necessary to accomplish this more."[7]

Now isn't this what we are attempting to do? Isn't the overall objective of our educational efforts to enable the inmate of our institutions to return to society as a productive member of that society, and to eliminate or at least minimize the educational deficits he brought with him? But it isn't all that simple, continues Arkava, because:

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[5] M. L. Arkava, "A Sociology of Impoverished Life Styles," Heuristics of Adult Education, Courses of Study for Professional Preparation of Educators of Adults, edited by Vincent J. Amanna (Boulder, Colorado: University of Colorado, June 1970). Grant No. OEG-0-9-151178-4196(323), U.S. Office of Education, Department of Health, Education, and Welfare, p. 56.

[6] Ibid., pp. 56-7

[7] Ibid.

> "The major limitations of the educational approach when taken by itself lie in the determination of whether or not the participating impoverished individual is already identified as a deviant by other persons in his present environment. To the extent that his role as a deviant is nonreversible in terms of other person's definition of his position in the culture, education may be ineffective in producing the desired changes, because although the changes may be effectively produced in the individual, his potential participation in the total parent culture in a nondeviant role may be restructed because of the pre-existent stereotyped views about his deviant position."[8]

In other words, even though we are successful through education in making an individual more acceptable to society, will society forget his previous status and accept him as a changed man? Current evidence seems to answer this question with a resounding "no," although there are appearing isolated instances where a more understanding attitude is beginning to break through the cloud of discrimination. But even so, are we to be challenged more or less because of this re-entry restruction? The answer must be "more," if we are to achieve our educational goals. Our educational effort must provide the thread by which the individual can weave himself back into the whole cloth of the mainstream of society.

I hope that in the last few minutes I have constructed a philosophical framework from which we can view the learning process. In so doing, I hope I have demonstrated one of the basic principles of learning -- that of proceeding from the general to the specific. Because now I would like to present some of the basic principles of adult learning, and then become more specific and relate these principles to the adult basic education learner and to the basic adult education learner in a correctional setting.

Drawing from Dr. Jensen's study again, he states that "The purpose of adult education is not only to learn subject matter but the development of skills, attitudes, and appreciations and the opportunity for individual growth and development."[9] From this general statement of purpose, then, we proceed to the more specific concepts:

1. Learning is change -- change in behavior. Behavioral changes do not truly become a part of a person until he has reinforced them through use.

2. Motivation is the most important element of learning. Motivation is the drive toward goals. Most adults are self-motivated.

3. Goals are necessary. They may be immediate, long range, or changed from what is learned at a given session. They must be shared by students.

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[8] Ibid., pp. 57-8

[9] Jensen, op. cit., p. 90.

4. The student must be involved in the process of learning. The teacher of adults will have students only if he meets their current needs and is able to interest them.

5. Experience is the most precious ingredient adults bring to class.

6. Adults may have feelings of inadequacy, hostility, aggression, submission.[10]

Moving from concepts to basic laws of adult learning, we find that the following are often mentioned as being among those that are formed out of these concepts:

1. The law of effect -- people tend to accept and repeat those responses which are pleasant and satisfying and to avoid those which are annoying.

2. The law of primacy -- first impressions are most lasting.

3. The law of exercise -- the more often an act is repeated, the most quickly a habit is established.

4. The law of disuse -- a skill not practiced or a knowledge not used will be largely lost or forgotten.

5. The law of intensity -- a vivid, dramatic, or exciting learning experience is more likely to be remembered than a routine or boring one.[11]

Not all laws of adult education are positive. There are also many blocks to learning which influence the individual student:

1. Boredom -- the work may be too easy or too hard.

2. Confusion -- the teacher may create confusion by presenting too many or overly complex ideas. Contradictory statements or failure to relate one step to another also can confuse students.

3. Irritation -- annoying mannerisms of the instructor, poor human relations, interruptions, and delays can create this block.

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[10] Ibid., pp. 90-1.

[11] Ibid.

4. Fear -- fear of failure, of ridicule, or of getting hurt are common blocks to learning. Fear may bring resistance to assimilation of new ideas.

5. No continuity in the pursuit of education.

6. Lack of guidance and counseling.

7. The fear of self, which may take the form of inferior feelings or marked diffidence resulting from his long absence from the classroom.

8. Lack of association or personal uncertainties in his economic, social, or community status.

9. Fear of others that may stem from such reasons as have just been mentioned or from the bruising contacts of the every day world.

10. Fear of ideas resulting in part from conservatism, from the sluggishness of routine, and in part, no doubt, from the strong cultural compulsions of our system.[12]

In essence, then, adults learn what they want to learn, when they want to learn it, when it is neither too easy nor too hard, and when such learning experiences are interesting and rewarding to them.

How do these purposes, concepts, and goals apply to the adult basic education student?

First of all, the purpose of adult basic education is to develop independent reading skills. This will bring about knowledge of subject matter and the development of attitudes and appreciations and the opportunity for individual growth and development. The basic laws of adult learning and the blocks to learning are the same for all adult students.

In addition to the concepts listed for adult students in general, a few others are considered by Jensen to be more appropriate for the basic education student:

1. ABE students need constant re-motivation. They doubt their ability to study and learn and fear exposure and ridicule.

2. Materials must fit the needs, desires, and abilities of the student. They must be of interest, have a purpose, and be well-organized.

3. The ABE student may psychologically withdraw from the class before dropping out completely.

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[12] _Ibid._, pp. 90-1.

4. Testing should be informal and conducted in a non-threatening atmosphere.

5. The ABE student tends to hide his poor physical inabilities such as poor eyesight.[13]

The basic laws of adult learning and the blocks to learning are just as appropriate for the ABE student. ABE students, however, may react more emotionally, and this reaction may take many forms:

1. Projection -- finding someone else or something else to blame for a weakness of their own.

2. Rationalization -- finding an explanation for their behavior which sounds reasonable but really does not get to the real base of their problem.

3. Aggressiveness -- anger, contempt, discourtesy, loudness.

4. Flight -- escape from a frustrating situation -- finding an excuse to stay away from class.

5. Resignation -- giving up, showing little or no interest in the class.[14]

However, Jensen adds, there are ways to overcome many of these blocking mechanisms:

1. Help students to set goals for themselves which they can attain.

2. Help students to identify areas in which they excel.

3. Help students help themselves.

4. Keep students informed.

5. Encourage students to tell you ways in which teaching methods are helpful and ways in which you could be of more help.[15]

The Teacher-Learning Transaction

It takes more than just a teacher and a student to make a learning situation. The vital ingredient necessary to bring about a significant learning experience is called the teacher-learning transaction. In a proper learning environment both must contribute to insure the success of the encounter. It has been said that the "Teaching-learning experience is a quest for honest communication. Knowledge is important. It is the import of knowledge for the learner which is at issue. Learning, however, cannot take place unless and until the student translates and incorporates the knowledge in relation to his questions and his problems. Genuine learning does not end in ideas but in muscle and gland, in changed behavior. A person learns as much as he has lived and organically experienced."[16]

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[13] Ibid., pp. 93-4

[14] Ibid.

[15] Ibid.

In discussing this teacher-learning transaction let's look first at the essential ingredients the teacher must bring into the learning environment. Jensen states the following skills are among those considered most essential:

1. That of stimulating a clear and self-evident sharing of goals.
2. That of developing clear "rules of behavior" for the group -- students need to know when and in what way to participate.
3. That of providing opportunities for constant evaluation.[17]

A good climate for learning is essential. This includes an opportunity for "unrestricted communication, sharing of responsibilities, freedom of growth, recognition of individual differences, self-evaluation, and individual conferences."[18] Most authorities agree that there are certain conditions necessary for effective learning. The four most often mentioned are:

1. Class atmosphere must be warm, friendly, and free from threat. Students must never feel rejection by teacher or other students.
2. New ways of acting should be encouraged. Classroom must provide warm, emotional climate. This should not become over-protective. Opportunities for experimentation -- protection from ridicule.
3. Student must gradually learn to become independent of teacher's learning support.
4. For effective learning to take place, there must be effective, three-way communication -- from teacher to student, from student to teacher, and from student to student.[19]

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[16] Ibid., p. 95

[17] Ibid.

[18] Ibid.

[19] Ibid.

To create an atmosphere of discussion free from fear or arbitrary authority, an atmosphere in which language, feelings, and attitudes can be honestly examined, places several requirements on the learning group:

1. A non-judgmental attitude, that is, the absence of a narrowly moralistic attitude, on the part of the leader and other members of the group.

2. A realization by all group members that all motivation and all significant learning are, in the final analysis, personal.

3. The acceptance as a group standard of the member's right to be different and to disagree.

4. A realization in the group that all genuine growth stems from the creative power within the individual.[20]

Again, there are two sides to the coin in this teacher-learning transaction. We would be naive to expect such a transaction to be successful in every instance. As a matter of fact, they are often ineffective for the following reasons:

1. The expectation of differences on the part of the teacher has led the teacher to treat the student as different in an inferior sense. He does not treat him with respect that he would desire for himself nor the involvement which accompanies such respect. This behavior is incompatible with positive practices in relation to human nature. "If we take people as they are, we make them worse. If we treat them as if they were what they ought to be, we help them to become what they are capable of becoming." (Frankl)

2. The teacher is inadequately prepared to even understand himself and the procedures of communication which are effective for those like him. The classification process by which he sets himself apart as an individual makes it difficult for him to truly treat others as he would himself. His behavior instead more often is oriented to retaining his individuality by behaving toward others as if they were different and continually proving to himself their differences. Two individuals engaged like this display competitive communication designed to determine the degree of status or pecking order of their difference rather than communicating in a mutually beneficial way.

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[20] Ibid., p. 96

3. The task of communication between any two roles assumed by people within a society is much more complex than we usually realize. Often this communication is based on the assumption of a simple direct relationship which is observed to be a false assumption by the person to whom the communication is directed. Developmentally we build up from simple to more complex classifications. We classify and thereby simplify in order to be able to act at all toward significant events that occur in the world. We, however, because of this ability are always leaving out part of the complexity that exists around us.

4. The deprivations experienced by the teacher do not allow the teacher to behave in a fully functional way in the teaching-learning relationship. Communication between significant people in the life of the teacher and himself during his own developmental stages may have been defective and depriving to his needs. Similar physiological structure and similar basic culture may have led to similar depriving experiences for the adult learner and the teacher in their developmental stages.[21]

The point to be made here is that not all the deprivation is on the side of the learner. The teacher, too, had been subject to his own deprivations, and this can bring about competition rather than cooperation to the teaching-learning environment.

I think we can sum up the teacher-learning transaction by stressing the significance of learner-teacher behavior.

When the teacher and the learner come together in the teaching-learning setting they exhibit a pattern of behavior. The teacher is usually placed in the role of initiator and facilitator of any learning expected to occur. Therefore, it is the teacher who behaves first and the learner who behaves in response. Thus, the behavior of the teacher elicits a respondent behavior from the student. The teacher's behavior and language set the emotional stage of the teaching-learning setting. Teacher behavior also controls the flow of interaction within the setting, and there is a definite correlation between teacher behavior and learner behavior.

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[21] N. P. Berreman, "Psychological Implications of Deprivation on Adult Learners," Heuristics of Adult Education, Courses of Study for Professional Preparation of Educators of Adults, edited by Vincent J. Amanna (Boulder, Colorado: University of Colorado, June 1970). Grant No. OEG-0-9-151178-4196(323), U. S. Office of Education, Department of Health, Education, and Welfare, p. 56.

The teacher who is anxious about the results of his efforts, for instance, will contribute to anxiety on the part of the learner. If the teacher is free and creative, on the other hand, he will tend to develop freedom and creativity in the learner.

Implications of the Correctional Setting

We have covered a lot of territory in this brief span of time together, but we've one large step to go. How does this all relate to the adult basic education learner and the learning process in correctional settings? While we must recognize that we are concerned with a unique situation I would suggest that everything we've discussed thus far is as appropriate in a correctional setting as in any other learning environment. The one point which needs additional emphasis is the uniqueness of the learner. We have discussed the characteristics of the impoverished learner, and they are most appropriate. But let's get an inside picture of this individual by quoting some of your own professional counterparts.

Sanger Powers describes a large proportion of prison inmates as follows:

> "Most of these people with whom we deal and whom we seek to educate have incredibly poor concepts of self -- many of them could be said to have a failure syndrome -- a long history of inadequacy and instability frequently resulting from extremely poor family and home relationships, including truancy from school, social and economic deprivation, and poor work records. As a result, many of these offenders have learned to accept a devalued self-image and feel totally unable to cope with their environment."[22]

Even though this paints a pretty dismal picture, most studies seem to reinforce this description. But we still have a lot to learn about the offender, as evidenced in the findings of the Final Report on the Joint Commission on Correctional Manpower and Training:

> "Much more is known today about the offender population in its aggregate form than in terms of specifics. The Joint Commission had found an appalling lack of systematic information on the characteristics of offenders. There is no single way to sum up what is actually known about offenders as individuals. As the President's Commission on Law Enforcement and Administration of Justice pointed out, there are striking differences among them. Some seem fully committed to crime as a way of life. Many more apparently have quite conventional values. Still

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[22] Sanger Powers, "Banquet Address," in Education and Training in Correctional Institutions (Madison, Wisconsin: Center for Studies in Vocational and Technical Education, University of Wisconsin, 1968), p. 48.

> others appear to be uncommitted to any clear-cut goals. Among the offender population are the psychologically disturbed, alcoholics, drug addicts, seniles, and persons who have been caught up in cycles of poverty and unemployment."[23]

In summary, I think we should attempt to crystalize our thoughts about the role of the correctional institution as an agent of educational change. Another member of your own profession has done this as well as any authority I could find, and I would like to quote from H. Gary Wells, of the Michigan Department of Corrections:

> "Clients in correctional institutions seem to be representative of what can be referred to as a delinquent subculture. Upon entering the institution they bring with them certain attitudes and values of how one should inter-act in society. Many times these attitudes are in direct opposition with socially acceptable values. The clients, by their very nature of being committed to the institution, have displayed an inability to function according to socially acceptable values. Before entering the institution they developed a role system that would give them certain need gratifications. When the client enters the institution, he is once again faced with a conflicting social system. The formal goals of the organization represent societal values with which the client was in conflict before entering the institution, while the informal structure represents his own reference group. The institution can be viewed as an extension of the larger society and serves many of its functions. One of these functions is the rehabilitation of those who have violated the legal norms of society. These violations indicate that the individual either does not have sufficient ego and super-ego control, or does not share the values of the larger society. In either case it leaves with the institution the task of changing individual patterns of behavior."[24]

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[23] A Time to Act, Final Report of the Joint Commission on Correctional Manpower and Training, October 1969, p. 55.

[24] G. H. Wells, "Individual Difference Among Offenders," Collection of Papers Prepared for the 1970 National Seminars, Adult Basic Education in Corrections, edited by T. Antoinette Ryan and David G. Ryans (Honolulu: University of Hawaii, August 1970), pp. 595-596.

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THE ADULT BASIC EDUCATION LEARNER AND THE LEARNING PROCESS IN CORRECTIONAL SETTINGS

by

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The Learning Process in Perspective

The individual cannot function in isolation from society; society functions only as efficiently as the collective efficiency of its human resources.

If the learning process is to serve its purpose, it must meet two sets of educational needs, those of the individual for whom the process is designed and those of the society in which the individual is to function. The success of the process must, therefore, be measured in terms of the degree to which it fulfills both sets of needs.

Adult basic education in correctional settings should play a key role in the rehabilitation of the inmate. It should provide him with the opportunity to participate in a balanced learning process which will assist him in preparing for his return to society. Consequently, in the designing of a delivery system of adult basic education in corrections every effort must be made (1) to develop an understanding of the prospective inmate learner's experiential background, attitudes and educational needs, and (2) to carefully consider the educational demands which present day society places on the individual. This procedure serves as a valid point of departure for the planners of the system. It enables them to make logical inferences relative to the kinds of learning experiences which must be provided for the inmate.

Concisely stated, the approach to designing an effective adult basic education model which keeps the learning process in perspective involves three major steps:

1. Developing an understanding of the learner (his previous experiences, his attitudes, his educational needs) in relationship to the demands of society.
2. Identifying the learning experiences which can best meet the learner's needs.
3. Structuring an educational process which incorporates the necessary components for effectively providing the learning experiences.

The Adult Basic Education Learner

Who is the adult basic education learner? This question is often answered through references to the United States Census Bureau figures. According to that source, in 1960 there were approximately 24 million adults, eighteen years of age or older, with less than an eighth grade education. This group became the target for adult basic education with enactment of the Economic Opportunity Act. Later, program coverage was extended to younger adults, aged sixteen and seventeen years. The same source informs us that as of 1970, the nation's total population has passed the 200 million mark. Simple computation indicates that about one out of eight, or approximately 12 per cent of the total population is in need of adult basic education.

The preceding statistics are of general interest, but as impressive as they are, they do not approximate the ratio of need prevalent in correctional institutions. The need in corrections is disproportionately greater. This clearly supports the belief that one of the root causes for persons pursuing avenues leading to incarceration is the lack of adequate education. The following information provided by the New Jersey State Division of Corrections lends factual support to this position.

During 1969, the typical male admission to the State Reformatories had completed two to four less school grades than would be expected in terms of his age. His tested school achievement was five grades below national norms. During the same year, the typical male admission, 53 per cent, to the State Prisons scored below average in I.Q. tests. In the reformatories, 38 per cent of all admissions scored below normal. A comparison made between prison admissions aged 29 years or less and those aged 30 years or more indicates 48 per cent of the younger group, opposed to 55 per cent of the older group, as having below average intelligence quotients.

Among other things, I.Q. is an indicator of the sum total of educational, social and cultural experiences which the average person is expected to have experienced. Therefore, the assumption can be made that the majority of inmates in New Jersey are educationally deficient. Since there is no reason to believe that the inmate population of the New Jersey State Correctional System is atypical, the further assumption can be made that similar statistics are common throughout the country.

Thus far, the problem has been viewed strictly as quantitative. This suffices to show the need. However, of much greater importance is the qualitative perspective, for it makes possible insight into and understanding of the basic characteristics, attitudes, and needs of the learner and assists in conceptualizing a meaningful and effective educational process for him.

Generally, adult basic education learners are educationally, vocationally, economically, politically, socially, and by the standards of many, culturally disadvantaged. Very often, they are members of minority groups. Their first language may not be English. As a result, they have usually been victims of discrimination.

Again referring to statistics provided by the New Jersey Division of Corrections, 57 per cent of all admissions to reformatories and 61 per cent of all admissions to prisons during 1969 were blacks. According to a recent estimate made by a representative of that Division, approximately 70 per cent of the current total population in the state's correctional institutions is black and about 10 per cent is made up of persons whose native language is Spanish.

The degree of educational experiences among adult basic education learners runs the gamut from little or none to the minimum number of years required by compulsory education laws. Regardless of the actual time spent in school, the experience was usually one of failure lasting until legal drop-out or kick-out age.

Work experiences have generally been limited to the poorest paying jobs - jobs without a future - because of inadequate vocational preparation. Value systems usually are not the same as those attributed to the middle socio-economic class of the society.

For the adult basic education learner, failure, rather than success, has been the rule. Because of constant failure, the desire to compete has in many instances been lost, especially the desire to compete in ways acceptable to society. Generally self-discipline and goals are lacking. Immediate satisfaction of needs is desired. Other by-products of the failure syndrone are suspicion and mistrust of anyone who attempts to offer assistance. The culminating kinds of activities resulting from this mental set are very apparent in the arrest and trial records of the inmate.

Adult Basic Education as a Tool for Rehabilitation

If adult basic education is to serve its purpose in corrections, it must function as an effective rehabilatory tool for re-entry into the mainstream of society. The performance of this task presents a formidable challenge.

This is an era in which change is the only permanent quality. In the past couple of decades the economic structure of the country has undergone drastic and rapid changes. More subtle but equally as important changes have occurred in social institutions. Continuous technological evolution and the concomitant process of automation have made vast demands for changes in the composition of the labor force and the level of education and training required for entrance into it. Today's experts state that it is necessary to complete high school or its equivalent in order to qualify for 97 per cent of available jobs, and predict that by 1975, most jobs will require two years of study beyond high school.

With astronaut Neil Armstrong's "a giant leap for mankind" even the moon has felt the impact of man's advances and achievements. Cybernetics has opened up new and previously undreamed of vistas for man's advancement as a species.

The potential adult basic education learner in corrections is a product of this social environment. It is obvious he was unable to cope with it because he lacked the necessary skills. If he is returned to society without having acquired any additional skills, he will probably become another statistic in the already too great rate of recidivism.

The final test of adult basic education in corrections is, therefore, whether it can be an effective process for the social rehabilitation of the inmate--whether it can prepare him for functioning adequately as a productive, self-sufficient member of society.

Operational Objectives for Adult Basic Education in Corrections

The examination of the inmate learner's experiences, attitudes, and educational needs and of the educational demands of present day society clearly indicates that adult basic education in corrections must have the following objectives:

1. To prepare the inmate to function economically, politically and socially.
2. To develop in the inmate attitudes of acceptance of and trust in his fellow man.
3. To develop in the inmate feelings of self-confidence and self-respect.
4. To develop the inmate's ability to establish goals and to employ self-discipline in attaining them.
5. To develop the inmate's ability to solve problems through the process of rational decision making.

Structuring the Educational Process

In order to structure a viable and effective educational process in correctional settings, careful thought must be given to the relationship of the educational process to the entire scheme of rehabilitation within the institution, the objectives of the educational process must be kept clearly in focus, and the various components of the educational process must be tempered in accordance with the objectives. Detailed consideration must, therefore, be given to the following concepts.

1. The educational process should be perceived as a sub-system of the total process of rehabilitation.
2. The curriculum should be broad-scoped and relevant. It should under no circumstances replicate the curriculum design of the elementary school.
3. Instructional methods and techniques should be flexible and varied.
4. A wide array of adult-oriented instructional materials and educational media should be utilized.

5. Counseling should be emphasized.

6. Special care should be given to staff selection and training.

7. The delivery system should be process-oriented.

The Educational Process as a Sub-System of the Rehabilitory Process. Adult basic education must be viewed as a key and integral part of the process of inmate rehabilitation. It must be accepted and supported by the institutional administration. Cooperation and assistance from other institutional departments and staffs (correctional officers, medical and dental staffs, psychiatrists, psychologists, social workers) are vital. Whenever vocational training programs exist, clearly defined lines of communication enabling cooperative programming of the inmate are essential.

The necessity for establishing such relationships within the institutional setting is apparent. Facilities, staffing, materials, and the number of hours inmates will have available for instruction will be contingent upon administrative policies and practices. The inmate who is in need of medical or psychiatric attention or is overwhelmed by family related problems is neither ready nor capable of fully participating in or profiting from the educational process.

Basic communicative and computational skills are of little use unless they lead to economic self-sufficiency. Consequently, every effort must be made to relate the educational process to vocational training.

Curriculum and Instruction. The curriculum should be broad-scoped and go far beyond the basic communicative and computational skills associated with literacy training. It should be meaningful to the inmate and relevant to his rehabilitation. It should center on those pre-occupational, economic, and social-civic concepts which are prerequisites to functioning competently as a worker, consumer, parent, and citizen.

The curriculum should grow out of the needs of the learner and, insofar as possible, should be personalized to meet those needs. It should contribute to the improvement of the quality of life. The challenge voiced by Horace Mann remains appropriate, "Education, if it is to mean anything, must teach us how to live."

Under *no* circumstances should the curriculum replicate the subject matter design of the elementary school. Curriculum design should be determined as the result of establishing relationships between the learner (his experiences, his needs, his individual differences, and his goals) and the needs of society.

Curriculum has been the greatest singular weakness of adult basic education. Far too many instructional programs have paid too little attention to the basic principles of effective curriculum design, and as a consequence, they have failed to develop a viable and meaningful curriculum.

Effective instruction (methods and techniques) is as vital as the curriculum. Instruction also should be personalized. It should be objective-centered and individualized. This involves a continuous process of diagnosis and prescription.

The learner's educational needs should be diagnosed and behavioral objectives established and sequentially ordered. Individualized learning activities should then be prescribed in accordance with desired behavioral outcomes. Terminal behaviors should be carefully assessed, and the entire cycle repeated.

The learning activities should challenge the learner and stimulate his thought processes, but they should also be carefully sequenced to insure the learner's success. Furthermore, the activities should be so structured as to involve the learner in problem solving and decision making situations which are similar and applicable to real life.

The emphasis placed on the personalization and individualization of instruction in the preceding paragraphs does not imply that techniques which involve group processes are ineffective. In fact, they are particularly effective and very essential in the development of social skills and concepts and the building of positive attitudes toward working with others. Therefore, every consideration should be given to the utilization of adult education procedures as role playing, buzz sessions, discussion or work groups, triades, debates, panels, etc.

In a word, effective instruction is accomplished through a sound diagnostic-prescriptive approach and flexibility in the use of varied techniques which promote learning.

Materials and Media. The selection of instructional materials is governed by curricular requirements and instructional approach. If the curriculum is to be broad-scoped and the diagnostic-prescriptive approach utilized, a wide array of materials should be used.

Available materials include software as basal series, multiple level kits, worktexts, and machine dominated programs. Whether they are software or machine dominated, they are designed along three strategies:

1. The traditional design which presents a study unit with opportunity for practice coming after the unit.

2. The programmed organization which maximizes the opportunity for self-directed learning.

3. The combination of traditional and programmed approaches which presents a study unit followed by self-directed activity.

Because individual learners have different styles of learning, there is no one design or approach suited to all. The selection of materials should be based on how well the approach fits the learner. The electric method of selecting materials, is, therefore, the soundest.

For the same reasons, every effort should be made to use the variety of media (from the simple projector to television and computer-assisted instruction) which technology has made available.

Finally, materials should be adult-oriented and/or acceptable in terms of adult interest levels.

Counseling. The undereducated inmate who has developed a negative self-image and defeatist attitude, has lost the desire to compete in socially acceptable ways, lacks self-discipline and goals, and is suspicious of people who offer him assistance is in great need of counseling. The establishment of an interpersonal relationship is most important, especially if the counselor is able to demonstrate genuine concern and interest and creates an atmosphere that enables the inmate to perceive him as a trustworthy, sincere person. Such a relationship can encourage the inmate and serve as a beginning in overcoming his anti-social feelings, his fear of failure, and his insecurity. This can lead to the establishment of goals, and participation in available educational and training opportunities.

The key functions of counseling as a component of the learning process are to help the inmate overcome negative feelings and beliefs and to assist him in establishing immediate and long range goals that serve to stimulate participation in learning and training programs. The importance of counseling cannot, therefore, be overemphasized.

Staffing. Selection and training of staff are two variables which have profound impact on the success of the learning process. If staff qualifications are ranked in order of importance, sensitivity and interpersonal communication skills should lead the list.

Learning is change through a process of interaction. Unless the learner feels that efforts toward making him change originate from a genuine concern, a sincere understanding, and an unqualified acceptance of him as an individual, he will reject all such efforts.

The instructional staff should have a sound working knowledge of various instructional methods and techniques. In addition, they should have a thorough understanding of learning theory with particular emphasis on the differences between how adults learn as opposed to children.

The amount of training necessary is a function of staff qualifications. However, there should be a continuous process of in-service training with a view to the improvement of the learning process.

The Process-Oriented Delivery System. The delivery system should be process-oriented. It should have built-in mechanisms and procedures for continuous evaluation of the effectiveness of the total educational process and of its various components.

Continuous evaluation is essential. It provides constant feedback to the decision makers relative to whether or not the educational process is achieving its objectives. It enables them to rationally make adjustments in the program and allocate or re-allocate available resources (staff time, materials, monies, etc.) in order to better achieve the objectives. This leads to cost-effectiveness in the operation of the educational process, which is a most important consideration.

Conclusion

The mission of adult basic education in corrections is the rehabilitation of the inmate. If this mission is to be accomplished, the educational process must be placed in proper perspective. This necessitates an understanding of the inmate's educational needs in relationship to the educational demands of society. On the basis of such understanding, it becomes possible to determine sound operational objectives for the educational process, and to proceed to the design of an effective delivery system.

The system design must take into careful consideration (1) the place of the educational process in the total scheme of rehabilitation, and (2) the components of the educational process. These include curriculum, instruction, materials and media, counseling, staffing, and evaluation.

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THE ADULT BASIC EDUCATION LEARNER AND THE LEARNING PROCESS IN CORRECTIONAL SETTINGS

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The Adult Learner

Multiple characteristics and multiple problems are at the base of the challenges to solving the future for the adult learner in a correctional setting.

The primary barrier to an ex-con's employment is not the criminal record; it's the lack of work experience and occupational skill.

Failure is a blow and frustration to anyone; and it is most severe to the drop-out, to the school non-achiever, to the alienated youth and adult and to the convict. When in school, or before prison, he learned he was good at nothing; now he is told in no uncertain terms that he is good for nothing. The inmate is a double failure in his own concept. He probably was in crime because he failed at school and in society, and he is incarcerated because he even failed at crime. In his own eyes, he is a multiple failure.

The reformatory movement which began around 1870 produced some important innovations in correctional education but were, unfortunately, patterned after the public schools as have most educational programs in institutions since then.

In the 1950's, the criminological theory of resocialization was applied. This theory was geared not only toward transmitting academic and vocational skills, but towards changing the offender's anti-social values and attitudes.

During the time of incarceration, the public offender has been conditioned as follows:

Subordination to a lack of confidence
Subversion of normal sex life
Suppression of himself as an individual
Suppression of his self determination
Misassumption of life on the "outside"
Dependency on a dictated and structured routine
A limit of hope
Suppression of hostility
Adjustment of sexuality
Absence of decision making
Non handling of money

Suppression of honestly expressed feelings
Mixed methods of approach by segments of society i.e., family, friends, counselors, police
Lack of satisfactory family adjustment

The public offender may have one or all of the following characteristics:

Undereducated and untrained for an acceptable occupation
Economically unstable
In a sub-culture
Hostile of society as a whole
Strong opinions readily expressed on a variety of subjects
Superstitious
Possess a fear and resentment of people in authority
More interested in sports than other hobbies or recreation
A feeling of helplessness
A fear of recognition of his ineffectiveness and/or his inadequacy
A drop-out of school, family, society and the labor marker
A culture of immediate gratification, instead of delayed gratification

The public offender resists recruitment into education with some reasons as follows:

Nothing can make a significant difference or improvement to or for him
Formal adult education has little personal relevance
Doubts of his ability to learn or to succedd

The Learning Process

The total correctional setting should be geared toward the end of fostering these behavioral patterns in the inmate, which best prepares him to lead a meaningful life in his community.

Education programs in institutions too often must compete with work assignments, recreational activities, and are limited to those inmates most ready for release.

The task of corrections includes building or rebuilding solid ties between the offender and the community, integrating or reintegrating the offender into community life. This requires not only efforts directed toward changing the offender, which has been almost the exclusive focus of rehabilitation, but also mobilization and change of the community and its institutions.

The failure to obtain and maintain suitable employment goes hand-in-hand with recidivism. If recidivism is to be meaningfully reduced, the released prisoner must be trained in terms of his ability, placed on the right job and provided with sustained support needed to keep it.

Rehabilitation implies positive changes in an inmate's concept of himself, those around him and the total society within which he functions. The desired concepts cannot be learned if the necessary experiences from which they are learned are not available. It is not enough to tell an inmate that education is vital to adult adequacy. The inmate must encounter educational activities that are designed to provide experiences which are basic to self-confidence, to resourceful ways of meeting life's problems and to the development of positive attitudes toward society. In other words, internalization must take place.

Since enrollees have in many cases elected to invest a portion of their time in education, the real reason for doing so must be immediately discovered and at least be partially gratified if they are to attain enough satisfaction to continue. The instruction must be relevant to the inmate's needs and in his perception of those needs. The program must be individualized to permit various entrance and exit times and allowance for achievement levels and varying abilities of the individual.

The program must be self-evaluating in perception of the inmate. Immediate reinforcement is absolutely essential. The challenge to adult basic education in corrections is to provide through every means possible the knowledge, skills and attitudes needed for meeting the economic, social and civic requirements of responsible adult living in a dynamic society. Adult basic education is any process through which undereducated adults learn to live more effective and meaningful lifes, through the acquisition of basic skills in reading, writing, computation, listening, speaking and thinking. To be effective, adult basic education must be functionally related to the social rules, developmental tasks and important problems of adults. Viewed in this light, the acquisition of literacy and other basic skills becomes the natural and continuous by-product of learning all the important things vocationally, socially and personally competent adults need to know. In an ultimate sense, the development of the skills and attitudes needed for effective, continuous learning throughout adulthood is the overall educational goal of adult basic education.

THE ADULT BASIC EDUCATION LEARNER AND THE LEARNING PROCESS IN CORRECTIONAL SETTINGS

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Any discussion of the basic adult education learner and the learning process in the correctional setting of necessity delves into the characteristics of all adult learners (with emphasis on those adults in correctional institutions) as compared with children in the elementary secondary school, and a comparison of the learning processes involved in dealing with adults "inside" or "outside" and those of customary school age, if you or anyone serving in an educational capacity hopes to stimulate or motivate the learner to the point where he can have confidence in his own ability to succeed in today's society. The following comments will be based on personal experiences, research by authorities in adult education, and information from several individuals who have served in correctional institutions in Iowa for many years in an educational capacity.

It is necessary first of all to understand the philosophy of the administration of the correctional institution toward education. Does the warden, or chief administrator of the institution, want adult basic education as a part of institutional rehabilitation? Far too often the administrators of a correctional institution do not understand the importance of education as related to rehabilitation. However, it has been my good fortune to have had excellent cooperation from correctional administrators in our state. During the last few years there has been a trend toward change in the attitudes of the correctional administrators toward education. There has been a movement from the old custodial, security, and work program to a program of rehabilitation, including adult basic education as a vital part of that program because it is now recognized that these basic competencies are necessary for any person's successful functioning in the world of today.

A few years ago I served as a member of an evaluation team which visited each of our correctional institutions in Iowa. In one, where license plates were being made, the noise level was unbelievably high, and the supervisor would only stay in the area a very short time. The work assignments to the men were very routine, the same thing over and over again, with absolutely nothing to be learned from the experience except endurance. Our question to the administrators concerned the responsibility of the institution. We wanted to know which they considered the most essential function of the institution, - the making of license plates (using poor and out-moded methods and facilities), or the rehabilitation of the men under their supervision. This same institution still makes license plates, but changes for the better have been made, both in the facilities used and in the methods of dealing with the men. Jobs now require more mental capability, fewer physical skills, and a higher educational attainment at the entry level with a greater versatility and adaptability on the part of the worker. There is little doubt that much of today's social unrest is the result of a steady decrease in the availability of jobs for the unskilled, and a simultaneous increase in the number of young people who are totally unprepared to meet the demands of skilled employment in our technological age. These all tend to sharpen the line between idleness and employment, dependence and independence, hopelessness and fulfillment, and the responsibility (or blame) must be shared by all of society; the home, school, industry, church, politics, - to name a few.

We must always remember that we as educators in the correctional institution have a responsibility to cooperate with the administration. Usually the administrator is not an educator and we need to help in the establishment of a philosophy that will put education in its proper perspective as an important part of institutional rehabilitation. To be realistic, I am aware that it is not always possible for us to make a contribution to the development of the philosophy of these institutions. However, through developing and conducting an effective adult educational program in the institution we may help bring about a change in their philosophy. According to that old cliche, "think positive", and then remember that in this modern day we must "innovate"; or, in other words, learn to adopt and adapt all that can be useful. It is to be hoped that adult basic education is only one small facet in the total educational program of the institution. It should also be remembered that you need to "blow your own horn". Publicity of the right kind can be a great help to your educational program. The administration will become aware of what you're doing, and the general public may be influenced favorably, even to the degree of helping to bring about change. Human interest stories may appear in the institutional publications as well as in the general news media. This is one way to reach some students who like attention, - but you must know the individual, for the same approach could permanently alienate another student.

The Adult Learner

The adult learner, institutionalized or not, is unique in that, though he is self-motivated toward personal improvement, a strong continuous recruitment program must be established to get and keep him involved, whereas the elementary-secondary student is in an educational environment according to tradition and requirement by law.

Characteristics of the Adult Learner.

The average undereducated adult lacks confidence in his ability to perform any task adequately, often caused by unpleasant experiences when he was attending school and apparently failed in the traditional setting. He now has a fear of school and does not realize that today there are educational opportunities available to him that were not available when he was in the traditional school. He is usually on the verge of poverty, if not in dire need, and has developed a defensive attitude of "so what" concerning his life. Ulmer (1969) states that

> "The uneducated person tends to have a typical pattern of social and cultural traits. More than likely he is poor, because level of education usually goes hand in hand with level of income. -- Poverty fosters cultural and educational deprivation, which in turn affects academic achievement, which leads right back again to poverty.
>
> The Undereducated person is poor also in terms of motivation and confidence. His many failures in achieving the recognized American standards of success lead to a deep discouragement which may amount to a complete resignation to his fate. Consequently, he is easily frustrated and may stop trying to improve his life. Instead, he is more than he can think about."

The undereducated adult has developed a set of values and goals which differ from those of the average American middle-class society, and tends to move in a sub-culture of society which accepts his behavior and achievement as satisfactory, but which tends to alienate him from the mainstream of society. Many of the disadvantaged, especially women, are very religious; most seem to have strong family loyalties and a sense of sharing with the less fortunate; many, especially men, though unable to read well, have very strong opinions concerning a variety of subjects and do not hesitate to express these opinions. They are often superstitious and think everything is simply a matter of luck. They have a fear of many people in authority, such as policemen, politicians, teachers, and preachers. They may respect their ability and intelligence, but seldom will follow their advice. They are more interested in sports than in other forms of recreation or hobbies, and make heroes out of certain athletes. They have a feeling of helplessness and a fear that their inefficiencies will be recognized and that they will be penalized because of them. Living for today, they derive more pleasure, satisfaction, and status from a new car or television set than from a savings account or an insurance policy.

Characteristics of the Adult Learner in Correctional Setting.

Generally speaking, the inmate has all the characteristics of the undereducated adult, as stated above, plus others which resulted in his incarceration. The adult offender is a dropout personified. He has dropped out out of school at an early age; he has dropped out of the family setting; he has dropped out of the labor market; and he has dropped out of the main stream of American society. Since he does not identify closely with any of the above social groupings he is very likely to have become antagonistic towards them to a degree that his hostility is exemplified in the crime he committed. Upon conviction he is imprisoned, and is in this forced situation that we have a real challenge for the adult educator. It must be remembered that the inmate is placed in a terrifying position because he has lost everything he possessed; licenses, credentials, his rights as a citizen, his freedom to move about and even the respect of his contemporaries because he is now even a failure in crime, or he wouldn't be in the institution. He feels alienated and depressed, full of despair, and inclined to distrust everyone with whom he associates, including the adult teacher. Approximately 95% of prison inmates have less than a sixth grade education, but only about 25% of these participate in the educational program.

Recruitment of Learners in a Correctional Setting.

As of now correctional administrators do not require undereducated inmates to attend basic education classes, or take part in any of the educational programs. Therefore, it is necessary to develop a strong recruitment plan involving the institutional staff and the inmates. Ferrier (1969) says that the less advantaged portion of the population has trouble overcoming such beliefs as, "1. Nothing can really make a significant difference or improvement. 2. Formal adult education has little personal relevance. 3. They doubt that they can learn or succeed." He also, in discussing recruitment of seriously disadvantaged adults, says

> " To recruit adults in this type of situation is a difficult but not impossible task if adult education leaders can accept their own serious personal and communication limitations and rely more on liaison or community contact agents whose personal backgrounds have made them especially knowledgeable concerning the characteristics of the target population and whose personal attributes enable them to establish quick and firm rapport with its members. Such agents working through the leadership of religious, fraternal, recreational, and similar organizations can reach most members either as enrollees or volunteer recruiters, each of whom will continue to support the adult education program if it is modified to reflect the particular requirements and goals of the population it is attempting to serve.
>
> This situation, of course, is no different than the role that adult education should fulfill for all segments of the community; however, the negative or seriously limited previous educational experiences of the disadvantaged, the ethnocentrism of adult education staffs, and the traditions and precedents of adult education offerings all tend to increase the difficulty of making a prompt, comprehensive, and adequate response with this group."

Following Ferrier's philosophy, inmates who have had satisfactory experience in the educational program would be excellent recruiters. It is necessary to realize that the population being served is much different from that found in the general public. In the larger correctional institutions the "culture of the yard" (sometimes referred to as the "code of the yard"), or informal inmate power structure is of such a magnitude it should most certainly be considered in any institutional educational program. This "culture" slowly but consistently changes as the population and conditions in the institution change. A study of this sub-culture is important in that many times inmate bodies are antagonistic towards those programs that are presumed to be beneficial by the institution's staff.

The administration of the correctional institution should place as much importance on the educational program as they place on the work assignments. Too often prisons operate on the theory that the inmates must work at some custodial or service job during the day and thus earn the right to participate in the educational program. Experience has proven that most inmates would much rather take part in some recreational program than to be involved in some learning situation following a day's work. This policy is unrealistic and makes it obvious to the inmate that education is considered a second-rate function in the institution. Inmates should have a choice between working or participating in an educational experience during the regular work period. Inmates should be encouraged to work with the staff to develop educational programs which will satisfy their individual needs. If the administration would recognize the value of an effective recruitment plan to the educational phase of the total rehabilitation program, the inmate would be better equipped for productive living upon release from the institution.

Adult Learner as Compared to Elementary-Secondary Student.

The elementary-secondary student is required by law to meet certain educational and attendance schedules. The educational program is sequential in nature, and though it is supposed to meet individual needs, they basically follow seminar courses of study. The adult learner is not required by law to meet any specific requirements and their schedules should be designed to meet individual needs appropriate to their abilities. The adult student should be involved, in or out of the institution, in the design of his educational program. The adult student is older and has had more and varied experiences, thus making it unnecessary for him to follow specified sequential plans for learning.

The Learning Process in Correctional Settings

The learning process in a correctional setting is primarily dependent upon the proper motivation of the students and the innovative methods and techniques used by the instructor in the classroom.

Motivation

The primary job of the adult educator working in the basic education programs is that of motivation. Motivation is that impulse which produces action or determines a choice. Continuing education can only succeed in fulfilling its obligations to society if it successfully identifies the motives which bring adults to and holds them in classes. Among the most common motivations of adults may be the desire for a feeling of importance, social esteem, independence, discovering and learning something new, as a needed skill, in addition to many other personal motives. Since enrollees have elected to invest a portion of their time in education, their reasons for doing so must be immediately discovered and at least partially gratified if they are to attain enough satisfaction to continue.

A lack of understanding by an adult educator of the relationship between basic needs, motives, goal selection, and achievement will result in boredom, inefficient learning, increased inattention, and a feeling that the activity has no personal relevance, all of which will quickly lead to withdrawal by the student. An understanding of these factors and appropriate program modification brings to any classroom interest, vitality, good morale, and continued participation.

Since approximately ninety-five percent of offenders entering the institution have dropped from public schools in our free society, it is believed that a major factor in this phenomenon is the lack of successful academic experience, which in turn is linked to motivation. Hence, the school attempts to create a situation in which the student can find experiences which motivate him to search for successful academic experiences which have the effect of improving his self-concept. Attitudes and unsocial behavior frequently bear directly on the client's difficulty with successful academic experiences. Thus development of the individual through the media of educational instruction also develops or changes an attitude from destructive to constructive and satisfying human relationships. Therefore, learning activities in the classroom are oriented toward the fostering of social and emotional maturity.

Methods and Techniques

For years adult educators have been saying that teaching adults is different from teaching children and youth. The adult differs from the child in experience, in life-style, and in physical requirements for learning. The adult student is more likely to learn a piece of information or master a particular skill if he knows "what's in it for him". In other words, he needs to see an immediate use for his new learning, - it must be relevant!

Sherk (1970) states in his article about teaching reading

> " One of the most striking aspects of educational research is the frequency with which reading disability is associated with almost every form of social deviancy: hostility and aggressive school behavior, school-dropouts, and delinquency in adolescents; neuroses, psychoses and serious anti-social behavior in adults. The prisons are full of non-readers. The conclusion is not that because these phenomena are found to be closely associated in individuals that the one caused the other. Correlation in this sense does not necessarily imply causation. However, reading may be thought of as a tool for learning, learning as the route to education, education as "operational sociology"; certainly in this progression when the fundamental tool is unavailable, the socialization process cannot be fully completed and this must have consequences in the life of the illiterate. One of the beliefs of most adult illiterates is that they are somehow not capable of learning, especially reading."

One of the greatest challenges to an adult educator is that of working in the areas of Adult Basic Education in a correctional setting. The many and varied groups of people involved, such as different races and ethnic groups, age groups, cultural and religious groups, make it absolutely necessary that the educational program consist of small classes and individualized instruction. In fact, the educational program would be enhanced by any efforts to extract individuals from treatment in large groups in any correctional institution. Not only is the individual's learning process enhanced, but it would allow the individual to grow in many other ways. The goals of the treatment process in corrections is not unlike those of education - that of facilitating a development of the total personality. The programs have to be designed to prevent any further loss of esteem on the part of the student, and at the same time prevent the recall of unpleasant experiences to the educational setting. Another way of saying this in today's education is to fit programs to the needs of the students, and never try to fit students to programs designed by some college professor or book publisher. It simply won't work. Such programs in the past may even have been a contributing force to the individual being a dropout!

The traditional classroom setting and educational program must be greatly modified to reach this group of students. The physical location and arrangement of the room is important. Whether it is within the institution or outside, there should be ample room with adult size furniture arranged in such a way that there can be intercommunication between all members of the group. Many of those in the class have had to do with "second rate" equipment and conditions all of their lives, and it is past time for a change. Classes should be kept small enough to allow the instructor to give personal attention to the individual needs of each student and to prevent the antogonism to the learning situation which might be brought about by larger classes, as may have occurred in past school experiences. It is really necessary to individualize the learning program for each person because the range of educational levels is wider among groups of socially and disadvantaged adults (and especially groups found in a correctional setting) than in normally constituted groups. There is no way to group adults homogeneously in most learning situations, and specifically in groups of those persons who have not acquired reading as a basic tool of learning. In one institution in our state they are having success with the individually programmed teaching machines or learning carrels where the student can progress at his own rate and as his individual needs dictate. Above all, make the student feel important, and know that you are trying to help him.

The following comments were made by Robert Fahay, teacher in Adult Basic Education in the state penitentiary for the past five years.

1. Keep in mind that most of the students probably had an unsatisfactory school experience.

2. Use "their language" for a time. (Then I correct them by admonishing myself one day.) However, never let anything they say disturb you, or, at least, don't show disturbance.

3. Stay away from in front of room as much as possible. Mingle with them.

4. Seating should be loose. *Sit* next to them to help.

5. Avoid use of last name only in address. Use no numbers. Address as *Mr.* Smith to show respect for them as men. Use the first name only after the student is known personally. (inmates are suspicious of too much familiarity from the "man".)

6. Let them know you as a person. Background, family. Most enjoy contact of outside activities.

7. Get to know them as persons. But don't push. As one gains confidence, they will talk.

8. Don't "line in" as a member of the staff. Don't be an enforcer.

9. Let them know that you have no authority to change things.

10. Don't appear indignant if they drop the course - - or are not prepared. An attitude of continued interest in them might bring them back one day.

11. Continue to know them in the yard, around school after the class is over.

12. Listen to him. Let him talk.

13. Never become a "stoolie". You will hear much. Let them talk. Consider it privileged information under the cloak of academic freedom.

14. Grant no favors beyond the regulations. (You will be asked.) They usually respond to an understanding of YOUR position to continue to help as a teacher.

15. Do little niceties for them that are in your power.

16. Proceed at a pace which will insure results - not to cover material.

17. Make material relate to them now, and in the future.

18. He will have plans for the future. Help nurture them. A man without hope is no man at all.

19. Let class digress into a "bull session" now and then. A man without a chance to express himself in many areas is really chained.

20. Never appear shocked at what you hear or see.

21. Avoid mentioning your pay. Let them know that you are teaching them because you want to. - Pay should be secondary in your motivation. Would you be there without pay?

22. Allow talking and working together.

23. Give as few tests as possible. One will know if they are learning, so deemphasize grades.

24. Support the authorities. They are penologists. You are a teacher.

25. Recognize that the best adjusted will have emotional problems. Some will have serious mental problems.

26. Promise nothing you cannot deliver.

27. Physically touch them with a hand shake, a back-slap, arm touch -- BUT ONLY AFTER YOU KNOW THEM AS FRIENDS!

28. Treat them as friends. The inmate is one. You are one. He needs one. You need one.

29. In case of student physical conflict, stay out of it. They play for keeps. Call a security officer.

30. Expect a 50% to 75% drop-out rate. (Even more in some classes). There are many motivations for the student being in the class. Sometimes the least of them is education.

31. Feel triumph in retaining the "gold brick" who discovers he enjoys thinking and learning.

Professor Hew Roberts, in discussing adult education, used to day, "We take people where they are", meaning that we take the adult at his level of skill, development, knowledge, or understanding and accept him as he is. Acceptance is not apathy, acceptance is not pity, acceptance is not sympathy, acceptance is not simple understanding. According to Gordon Wasinger, "acceptance is an emotional, intellectual, physical, psychological, chemical, electrical framework that needs no overt act to convey." The adult learner knows how you feel, and no other form of education requires such complete acceptance of each and every person as does adult basic education, if learning is to take place. To learn involves discovery, even in the basic skills, and the learner must discover for himself that certain things are this way, regardless of the help given by the instructor. For the learner, the task at hand is now to him, and the accomplishment should carry the thrill of discovery with it. Often, in our process of education, we have managed to overlook, avoid, restrict, or inhibit discovery in the learning process.

Summary

To summarize, the administration of a correctional institution and its philosophy is important to the development of an adult basic education program. The understanding of the characteristics of the adult learner, especially the adult learner in the correctional setting, is vital for helping the student be successful in an educational experience. The recruitment and motivation of adult learners needs more attention than it has had in the past. Techniques and methods of teaching the educationally disadvantaged within the correctional setting must be those that satisfy individual needs. The instructor must have an understanding of people and their problems and a desire to help them.

The objective should always be to fit a program to the individual student and help him gain a competency in the communication and computation skills, while also developing acceptable attitudes toward society and a valid sense of values.

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OPTIMIZING USE OF PERSONNEL AND TIME IN PLANNING ADULT BASIC EDUCATION IN CORRECTION

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The most important single factor in achieving the optimal use of personnel and time in planning Adult Basic Education in Correction is an administrator who possesses a firm belief that the incarcerated offender is educable and that he is a worthwhile person to be educated. Such a person, be he a Warden or an agency head, is in a position not only to interpret the need for funds and personnel but also to convince key elected and appointed officials that most offenders possess the potential capacity for achievement if properly motivated and given the opportunity. If the chief administrator does not believe in the need for, or the significance of, a comprehensive adult basic education program it will be difficult, if not impossible, for the program to become the type program that will attract and retain the professional educator. Without the professionally trained educator, little will occur in the way of basic education.

The need for a more dynamic and expanded basic education effort in corrections has been well documented. A recent study (Task Force Report, 1967) has revealed that well over 50 percent of incarcerated offenders possess an achievement level of less than the eighth grade. This study does not document as well as it should the fact that while a high percentage of the offender population is undereducated, most have the potential and capacity for achievement and correction. The lack of understanding in this area on the part of elected and appointed governmental officials and the general public may constitute the greatest handicap that is being experienced in the correctional field.

Operationally speaking, if we are to move toward a more perfect utilization of personnel plus effective planning we must have, at staff level a director of educational services who is able to set long-range goals. Goals that are more meaningful than dealing purely with numbers of clients who will receive a "diploma" or "equivalence" certificate over a prescribed period of time. Such a staff person would develop a schedule relative to where he desires the program to be two years hence, or five years from "ground zero." He would decide, in concert with the State Department of Education, representatives of the correctional population, and other related program directors, the manner and the procedure which will most effectively carry the expanded basic education program toward the goals that have been established.

In most correctional systems, the educational efforts are functioning at a very low level due to a dearth of support and professional leadership. In one state, the Commissioner of the correctional system was forced to appeal directly to the Governor in order to receive authority to activate a Director of Education position which had been authorized in the agency's budget but which had been blocked by the budget director. This extreme difficulty in establishing needed leadership positions is not unique if one views the correctional education spectrum nationally.

Utilization and Allocation of Personnel

The educator who enters the correctional field from an elementary classroom in the free community moves into a "special education" situation. He should certainly be so advised by those who share the recruitment responsibility. He should be given not only an opportunity for retraining in his specialized area of endeavor, but he should also be afforded the opportunity to "get a handle on" the correctional field. The new employee must understand the multiplicity of the objectives of the total correctional effort and their inter-relationship. So stated, this requirement seems self-evident, but few public r private organizations are required to serve so many ends with means which are seemingly so incompatible. The consequence in correctional agencies is that functions are assigned priority ratings by officials and employees whose concerns seem to them to be located in the area of one particular objective. The endless oratory over the gap between custody and treatment obviously arises from uncertainty on the part of line staff, if not the leadership staff, regarding priorities. If properly administered, of course, one function should complement the other. A professional educational effort makes for an improved atmosphere and lessens the hardships of the security force. A well administered security operation enables and encourages the client in his educational efforts. For this kind of happening to occur, the administrative leadership in an agency and in an institution must, through the pre-service training and career development programs, see that the interrelatedness of correctional goals are clearly conceptualized, especially for those employees who will have direct contact with the client.

The administrator of a correctional institution today needs to be seen as an administrator of a "mini" department of Health, Education, and Welfare. What does the correctional administrator expect from the educators who become involved in the correctional process? He expects first of all honesty; honesty with oneself, honesty with the client, and honesty with the administration and fellow staff. He does not want to see the total correctional effort handicapped by staff pretending to accomplish goals just because they have been around for a few years. There is a tendency on the part of all correctional staff to believe that the program is more effective, more meaningful, more efficient than it actually is, because of their identification with it for many years. There is real danger of a defense mechanism taking over when additional staff and procedural changes are anticipated. Objectivity needs to be maintained if there is to be any hope for an accurate evaluation of "the present situation" and a subsequent move toward more realistic planning and utilization of staff.

Also expected of the educator would be an awareness of the important role of custody and security in the typical correctional institution. The primary purpose of a correctional institution is to hold the client under varying degrees of control until he is paroled or serves his entire sentence. If a teacher is to function at a high level of proficiency in such a setting he needs to get to know "the keepers." The better relationship he is able to establish with the correctional officers--and often this can easily be accomplished by simply eating lunch with correctional officers instead of fellow educators--the more successful will be the education program.

The educator needs to develop an interest and seek membership in the Adjustment Team, the Classification Team and to become well acquainted with the leadership staff in the areas of State Use Industry, Classification, Volunteer Servicess--in other words, it is vital that he sees himself, to a degree, as a "generalist" in the correctional field. A generalist to the extent that in working with the offender in the classroom the educator is able to readily project himself beyond that specific setting into the housing area, into the industrial shops and, ideally, into the aftercare program that is parole. Education of the offender cannot be effective it it occurs in an isolated, insulated environment. The administrator should not permit this to happen. The educator should not tolerate this happening to him, his students, and his program.

Staff Development

To orient the total institutional staff to the educational mission of the institution while also providing intensified training of educators in instructional techniques and methodologies, in-service training must abound.

A. To develop an ongoing in-service training program for the professional and paraprofessional staff, in-service institutes or workshops should be offered in the following areas:

   1. Nongraded curriculum

   2. Flexible grouping

   3. Utilization of instructional aides

   4. Diagnostic and prescriptive teaching

   5. Educational technology

   6. Sensitivity training

   7. Guided group interaction

   8. Individualized instruction

   9. Classroom management

   10. Establishing a climate for learning

B. An intensified recruitment program at colleges and universities should be developed to attract the ablest young people to the correctional educational field.

C. To obtain competent and qualified educators, a financial inducement beyond the prevailing state salary scale may be necessary. Salaries of correctional educators should be at least comparable to those of educators in the Public Schools. Salaries in a given institution should be equal to those of the local Public School educators.

D. With proper training, ex-offenders are a promising source of manpower for corrections. Several experimental programs have been developed to use ex-offenders as counselors, on the assumption that they can be particularly effective in producing change in offenders. Involving the ex-offender in treatment roles (teaching) provides an excellent vehicle for his own movement into legitimate channels.

E. With proper training and supervision, inmates can be successfully utilized as tutors ar as teacher assistants in the educational program. Research has indicated that the mutuality of peer support in tutoring or assistant programs cause large gains in social-emotional growth and achievement.

F. Corrections has too long been isolated from the mainstream of community activity. The direct contact of a volunteer with the correctional system provides a means for countering this situation. Intimate personal experience with the offender has the capacity to make the volunteer an important participant in correctional work and a supporter of correctional effort. With proper orientation and training, volunteers can be successfully utilized in tutoring group counseling, job placement assistance, arrangement of social activities and helping with crafts and hobbies.

Four essential elements in a well-designed volunteer program are as follows:

1. Careful screening of those who offer their services, to assure selections of persons who have good capacity for the work that needs to be done.

2. An organized indoctrination and training program to interpret the offenders and their needs to volunteers and to give them a realistic perspective of the problems they will meet.

3. Careful supervision that will insure the optimum use of the volunteer.

4. Systematic procedures for giving recognition to the efforts of the volunteers.

An initial step in the utilization of volunteers might be an experimental or feasibility study in one small area of prison life, e.g., a small tutorial program.

G. The institution should establish an In-service Training Center in conjunction with a local college or university. The professional relationship would provide for the following:

1. Development of in-service institutes and workshops in varying educational disciplines.
2. Consultant services in various areas.
3. Observation and practicum experiences for interested college students.
4. Joint appointments between the college and penitentiary.
5. Recruitment of educators.
6. College or university sponsored research.

Strategies

To have positive impact, strategy for implementing and professionalizing adult basic education in corrections needs to begin at the highest level necessary in a given governmental operation. The level at which it must occur in order to achieve the goals will vary from jurisdiction to jurisdiction. The Task Force Report (1967) recognizes this rather sensitive bit of realism when it states: "In many jurisdictions, the administrative framework of institutional corrections is a basic barrier to establishment of collaborative regimes focused on reintegration of offenders into the community. The position of warden in State prisons too often has been a political reward. It has carried numerous fringe benefits.... Furthermore, for anyone who enjoys power, the warden's position was most attractive, for his control over both inmates and staff tended to be quite autocratic (p. 29)." So in some jurisdictions, it will suffice to initiate change at the warden level; in others, at the agency head or commissioner level, while in some it may be necessary to begin at the State Planning Agency or the Governor's office.

At whatever level the action is introduced, the need should be concurred in by all involved; professional educators recruited and charged with the responsibilities of implementation; delegation of authority to act should not be overlooked nor should the full confidence of the chief administrator be withheld from those education directors who have been charged with the difficult task of changing, upgrading, reorganizing and professionalizing a vital facet of the correctional process.

The actual "on-the-line" implementation of an improved or vastly "different" educational program must be the responsibility of everyone who has meaningful contact with the client. The correctional officer, as always, will play a vital role. He needs to understand the reason for, and goals of, the "new direction" if his support is expected. The same logic applies in reference to the chaplain, the classification counselors and members of the upper and middle management level staff.

There must be an atmosphere created that smacks of involvement, concern and support; an "education-is-everybody's-business" feeling, if you will.

Summary

Advancing the Cause of Adult Basic Education in Correction will not, in many instances, be an easy task. In most situations, the concept will be welcomed by the administrators who are currently responsibile for an under-staffed, under-programmed and under-financed endeavor. The Joint Commission Research Report on Developing Correctional Administrators (1969) states: "The most serious of the fiscal problems was perceived to be 'obtaining sufficient funds to accomplish programs,' next came 'competitive salaries to keep staff,...'" (p. 38). This same research report indicates that problems in personnel administration, primarily the recruitment of the kinds of people needed to accomplish the task, as being number three in their "greatest problem areas", third only to lack of evaluation and fiscal capabilities.

The basic assumption across the correctional field must be that the adult offeneers locked in an institution have the potential to learn at a much higher level than that at which they are currently functioning. They can learn, they can be motivated to achieve. They have demonstrated this in prisons and correctional institutions where real learning opportunities have been made available. The demonstrations have ranged from literacy training to college level in the academic field and from building trades to highly complex electronic and computer technology in the vocational skills field.

One state has been successful in securing the passage of a bill that enables the correctional agency to authorize special educational leaves for the non-dangerous offender. This authority prevents the tendency to duplicate educational programs inside the institutions where similar programs exist in the community. This same state has requested and obtained assistance from the State Department of Education to perform an evaluative study of an institution's educational efforts. This evaluation has resulted in not only a long list of professional recommendation relative to upgrading that institution's efforts but has more importantly involved the evaluation team in the implementation of the long-range program.

Volunteers are also a rich resource to enable the broadening of educational endeavors. One institution secured the services of some seventeen tutors over an extended period of time to assist in the teaching of literacy. The main stimulus for the involvement of this number of profesionally trained teachers was the degree of concern and commitment that was demonstrated by the superintendent of the institution involved--his degree of commitment and his willingness to reach out for help, plus a willingness to alter institution schedules to accommodate the volunteers.

The need is visible; the ability of the client has been demonstrated and documented; the willingness to assist on the part of governmental and non-governmental pe sonnel is more than apparent nationally; all that is needed in most instances is that all important ingredient of "commitment" on the part of the correctional administrator.

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OPTIMIZING THE USE OF PERSONNEL AND TIME IN PLANNING ADULT BASIC EDUCATION IN CORRECTIONS

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Some Guidelines

For what are we educating? The focus in this paper will be on inmates, hereafter referred to as residents.* To try to optimize the use of personnel and time in correctional institutions without conceiving the resident as the center of concerns would simply be a reshuffling of the existing patterns. The Model Adult Basic Education in Corrections will result in little positive change in education unless translated into dynamic curriculums which have purpose and acceptance by the residents. These must be generally accepted as well by the personnel of the institution and approved by the department.

The Model is one that is balanced so as to develop the talents, and exploit the interests as well as prepare for the current labor market. In addition to the formalized curriculum there is a subliminal curriculum to be found in the culture of each institution. Essentially it is the way of life in the institution which usually gets relatively little attention. Now if the primary purpose of incarceration is to prepare a resident for reintegration, as well as protect society during his legal confinement, then much attention must be given to both formal and subliminal curriculums (Schreiber, 1964; Gilchrist, 1965; United Nations, 1970).

One familiar with correctional institutions should readily understand how every employee who has contact with residents may contribute to one or both curriculums. Placing the resident in the center of a total coordinated team approach to rehabilitation should bring more sharply into focus the need to give attention to both.

An overriding objective in optimizing the use of personnel and time is to set forth some basic steps for implementing the Model Adult Basic

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*Some traditionally used words will be avoided because of their connotations, such as prison, prisoner, penitentiary, inmate, convict and warden. The concepts often conveyed by these words are the antithesis of professionalization or optimizing the use of resources for treatment and reintegration. This footnote is intended to emphasize the new directions for corrections herein outlined.

Correctional institution is used to include prisons and reformatories; superintendent institution head, director for education head; and correctional officer for security officer titles.

Education program, at the same time giving attention to the subliminal curriculum.

Whether by coincidence or design it is notable, especially, to correctional educators that the Model for Adult Basic Education, the self-evaluation instrument and the accreditation system for correctional facilities would become available at approximately the same time. When correctional institutions have administered the self-evaluation scale and initiated improvements leading to accreditation, to make use of the Model in this connection would be a logical step. Indeed, one of the major improvements that will have to be made in most institutions to qualify for accreditation will be updating of the educational program. To keep a proper perspective one must realize, however, that even the most capable, dynamic and courageous superintendents will effect institutional changes slowly because of the resistance to change and inadequate resources. It is considered, therefore, that optimizing the use of personnel and time in planning, for whatever purpose, is a reasonably long range task.

With the attention now on establishing community oriented programs the question as to why all the emphasis on optimizing the use of personnel and time for existing institution based programs may be raised with some justification. However, the trend toward shorter time in the institution, coupled with more definitive preparation for reintegration, has placed a greater responsibility on the correctional facility to provide quality education, at an accelerated pace.

Optimizing Use of Personnel

To prepare the way for optimal use of staff in a team approach to treatment some steps have to be taken, namely:

1. Enunciate a philosophy for use in establishing guidelines for program development.

2. Establish broad objectives to be followed by specific objectives, democratically derived.

3. Structure a unified approach to treatment.

4. Maintain a clearly defined two way communication system.

5. Define lines of authority and responsibilities.

6. Adopt modern personnel management principles.

7. Broaden duty statements of employees so that their contributions to rehabilitation programs may be enhanced.

8. Initiate plans and procedures to convert certain personnel to current philosophy and methods of treatment.

9. Focus on employees to help them acquire a good self-imate and work actively for a better public image of corrections.

Personnel Duties

Top Management. The most important person in the institutional personnel structure is the superintendent. Informed, positive leadership by him is indispensable in optimizing the use of personnel for education or any other institution program. Louis Wainwright (1967), director of the Florida Correction System and President of the American Correctional Association says that we are now in the era of professionalism in corrections and to make the era work there must be an all out participation and push. The professionalism era will employ innovative, courageous, professionally trained superintendents who are change oriented with the capacity to develop change oriented staff.

In order to optimize staff use for educational planning and programs, there has to be a sharp break with tradition and many current practices. The superintendent must be a social activator of both staff and residents. It is futile to talk about optimizing the use of personnel or time unless those involved will subscribe to impelling purposes.

Curriculum herein conceived is the sum total of planned experiences provided for the education of the residents (NCD 1965). An enriched program of planned experiences in the correctional institution setting including adult basic education must have the active support of the superintendent and involve most of the staff to a greater or less degree.

Half of what one has learned will be obsolete in ten years and half of what one will need to know ten years from now is not available to learn now, according to the Commission on Current Curriculum Developments. (NCD 1965 P3) Teachers and students must expect a lifetime of continuing education. One of the saddest commentaries in the annals of penology is the story of how so many people have spent so much time behind prison bars with little planned effort by penologists to help them correct their educational deficiencies. Responsible and informed leadership will endeavor to change the course of history in their regard.

Clearing Away Barriers. The subject under consideration requires removal of many barriers. Some essential removal steps by the superintendent would be:

1. Conduct a series of staff meetings attended by upper and middle management where the focus would be, by example, the democratic process of decision making.
2. Remove restrictive and restraining rules which prevent or neutralize the results of the educational processes.
3. Modernize or replace old educational plans and equipment.
4. Provide budgets for supplies in keeping with established standards.
5. Establish a recruitment and retention program which will assure high quality and appropriate education.

6. Remove environmental barriers which mitigate against social education of residents and staff.

7. Effect an organizational structure which will be in consonance with the cardinal principles of education and modern penology.

8. Provide maximum encouragement and opportunities for active membership in professional organizations which are concerned about correctional work.

9. Remove as many as possible of the barriers to good communication so as to encourage improvement of corrections image.

Superintendent Needs a Cabinet. The superintendent should establish a cabinet comprised of divisions and special services heads. The staff members would be convened regularly for deliveration and decision making. It is strongly recommended that he and his cabinet try at all times to practice the principles of former United States Commissioner of Education (Gardner 1961) who said: "Men must have goals, which in their eyes, merit effort and commitment, and they must believe that their efforts will win them self-respect and the respect of others (P. 132)." He also said, "Our strength, creativity and further growth as a society depends upon our capacity to develop the talents and potentialities of our people .... It will involve not only the schools but also the home, the church, the playground and all other institutions which shape the individual (P. 138)." One in charge of a correctional facility should ask himself, "What am I honestly doing to foster the development of those in my charge?"

The first order of business of the cabinet would be to examine the issues and problems pertaining to the subject of this paper. Following the explorations at the cabinet meeting, it is conjectured that the superintendent would appoint a small ad hoc committee to re-examine the institution community. Various facets and resources of the institution would be studied and a preliminary report prepared, containing general recommendations including rationale for some. Detailed study and blueprint would be prepared on Optimizing the Use of Personnel and Time in Planning Adult Basic Education in Corrections. After taking a look at the Educational Director Role we will return to the blueprint.

Educational Director Role. Planning per se, whether it is in blueprinting a model educational program for corrections or more specifically developing a curriculum for a given institution, has little value unless planning and means of implementation go hand in hand. Thus the rationale for examining the role of the educational director. For it is he who will be responsible in the final analysis for the success or failure of the educational program, use of Model input or otherwise. For any program of correctional education to be successful the person in charge must pay attention to many things, some of which are enumerated:

1. Make sure that the superintendent understands the goals, scope, processes, programs, problems and personnel who may become involved, including citizen participation and donations.

2. Emphasize to the authorities the indispensability of a reception and diagnostic center which will gather and analyze essential data and make recommendations for program and follow-up in education.

3. Based on studies indicated previously and personal philosophy explore with the superintendent the various facets and resources of the institution which may be used to a greater or less degree to provide education. The curriculums fostered should provide for the needs, interests and abilities of inmates, to the end that they may become functioning individuals capable of achieving self-realization, social competency, and economic efficiency. He should settle for nothing less than a pervading educational atmosphere. No less an authority than Bennett (1970) advocates compulsory education.

4. He should play a dominant role in a continuous program of in-service staff development, particularly where such training has a bearing on resident education.

5. Stress the importance of a good library for both residents and staff, not only its contribution to the institution program but also the role it should exercise in bridging the gap to the outside world.

6. The most important function of the director is to establish a well qualified professional educational staff. The perceived system also includes part time personnel who are qualified to help enrich the program by instructing in their area of competency. The director's skill in "winning friends and influencing people" will affect the move toward a coordinated total team involvement in education. The director who is able to involve personnel in education, whose primary jobs are in other work, would be smart to apply the Dale Carnegie Principle, "make the other person happy about doing the thing you suggest (P. 199)."

7. The creation of a pervasive educational milieu in the institution involves active participation of professional counselors, psychiatrists, psychologists, physicians, chaplains, industry superintendents, maintenance foreman, farm supervisors and custodial forces, as well as the professional educators. Exclusive of education the personnel work with the residents in the subliminal curriculum more effectively and consistently than they do in the formalized group instruction. Their teaching by example and attitudes displayed is extremely important.

8. Citizen participation should be encouraged. Education, including the library, may be expanded by the use of volunteers and donations. Promotion of these services should be given high priority on the director's list of responsibilities.

Corrections Syndrome

Two of the more important facets of correctional facility management are personnel and time. Both are cussed and discussed frequently by individuals and groups, in and out of corrections. For some there is never enough of either; for others there is too much of both. Critics speak dispargingly of the extravagant waste of manpower and time; correctional administrators say they do not have enough personnel to do what is expected; the professionals say they can never catch up with their work; for all residents and many of the staff time hangs heavy over their heads. The employee can hardly wait to punch the clock and the residents count the days, hours and minutes until the front gate clangs behind them.

A renowned penologist once said: "Let me pick my staff and I will run a good institution in an old barn." Personnel and time difficulties have been the primary concern in many studies of correctional institutions. Because of the constellation of issues relating to these two facets in providing resident education, and personnel education as well, it is appropriate that attention be given these in the Model. Experience in correctional education places an indelible mark on one in regard to waste of manpower and time, especially in institutions in transition. One has to be bold and somewhat naive to undertake the task of outlining ways to optimize the use of personnel and time, especially for educational program improvement. Nevertheless the need for change and improvements is impelling and many of the disturbing aspects of the personnel and time facets of institution management are more or less common.

Interrelationships in Correctional Institutions

It would be an empty gesture to develop the subject of this paper without seeing it in the context of a total institution, resistent to change, steeped in tradition, and characterized by austerity; while at the same time boastful about the humane treatment and modern rehabilitation program. Now to highlight what has been said before moving on to blueprint the subject.

1. The focus must be on resident improvement.
2. The milieu of the institution must be conducive to learning and social development.
3. The vision of education by the personnel must be dominant. The residents should sense an air of education too.
4. A coordinated team approach to institution operation must be promulgated.
5. The superintendent must be a well educated, dynamic leader.
6. The director of education should be an innovative leader, continually challenged by his role in the institution.
7. An adequate budget for the educational program is provided.

8. Both the Adult Basic Education curriculum and the subliminal curriculum should be given appropriate attention.

9. Autocratic rule should be replaced by democratic processes of decision making.

10. A dominant objective will be to move expeditiously into the era of professionalism in corrections.

Blueprint-Use of Personnel for Education

Since the twofold purpose of a correctional institution is custody and rehabilitation, personnel have duties to a greater or less degree in each. There have been notable shifts in the use of personnel as systems have moved along the path from strict custody to treatment oriented institutions. The largest segment of personnel time devoted to treatment is in education. Perhaps the ideal would be to employ a full complement of professionally trained teachers. This is neither possible nor feasible at this stage of transition. The tenet of this paper is to involve the personnel in resident education. By appropriate planning and leadership most of them can participate without it unduly interfering with their regular job.

For some employees educational assignments would mean working out of title; for other personnel, especially those in industry, agriculture, offices and institution maintenance, including food and medical services, it is a matter of placing education or training beside work and production. By proper recruitment and training of the personnel the three pronged objective--work, production and education--may be achieved more readily when all three are done concurrently. Bennett (1970) believes that work programs around which vocational training and academic education may be presented is the better approach to rehabilitation.

In order to optimize the personnel services in institution operation those included had better be engaged in planning their instructional material, assisted by skillful teachers.

Computer Program Personnel. Much of the manpower know-how is not exploited for rehabilitative purposes especially, aptitudes and skills possessed by correctional officers. Numerous obstacles have to be removed in order to involve them in education. Computer program personnel bank, where desired information may be quickly retrieved, is highly desirable. So long as resident educational needs are unmet where the manpower potential is available to give the instruction, the degree of failure to do so is indication of failure in optimizing the use of personnel for education.

Computer Program Residents. Since the primary reason for trying to optimize staff use, in the context of this paper, is to do a more effective job of educating residents, it is necessary to place the salient data contained in case records in an electronic computer bank. Residents needs as well as personnel resources to provide for the needs must be efficiently determined and processed accordingly. Optimum use of staff for educational work, in the final analysis, is measured by what happens to improve the residents, whether it is in planning or the use of what has been planned.

Personnel Management Innovations. As a coordinated team approach is effected, attention must be paid to some basic personnel management matters such as:

1. Establish more flexible work schedules so that the employee may do educational work outside of regular tour of duty if required. Such flexibility is necessary for employees to attend classes to improve their own education.

2. Removal of schedule rigidity in regard to time off for whatever reasonable purpose will enhance morale and encourage team spirit.

3. Management which directs attention to getting the job done in keeping with high standards of performance is on the road toward optimizing the use of personnel. The move from a time clock orientation to a task completion orientation is fraught with many management challenges.

4. As a primary step toward a better communication system between residents and personnel would be to revise both staff and resident rules and regulation paying attention to communication. One way to improve the subliminal curriculum is to train staff for purposeful conversations and individual counseling of residents.

Accent on Morale. Conditions and circumstance which produce poor morale must be corrected. Some moves to make are:

1. Clarify philosophy and objectives so that the overriding purpose of the educational program is understood, picture its relative importance in the total institution operation.

2. Assist the personnel to achieve self-realization by challenging them to help the residents to do likewise.

3. Give personnel credit and commendation for work and services well performed. Do not be stingy with commendations when deserved.

4. The institution society begets poor morale. A coordinated team approach should give priority to all-out attack on the mores of the institution society. Until the milieu of the community is converted from an unsavory one to a therapeutic one personnel and time waste will obtain.

What about Correctional Officers. The largest reservoir of manpower in corrections is the uniform or correctional officer group. Although many professionals challenge the proclaimed importance of this group, it is yet to be proven scientifically that the custodial officer role is not the most important one. During this period of transition, however, his role as traditionally conceived is under attack and will continue to be until he becomes treatment oriented according to modern treatment philosophy. At the initiation of a coordinated total team approach is a good place to start to help the officer see himself. Capable of playing an active part in treatment, especially in helping in the education of residents, he will readily see many needs and opportunities to become involved in treatment outside of the custodial work.

The correctional officer can help to optimize the use of personnel by engaging in activities such as substitute or relief teching in academic classes or vocational shops, leading group counseling sessions, monitor closed circuit ETV programs, especially, during the evening hours in the living quarters, tutor residents, or conduct special interest training sessions in subjects of their own speciality. There are many other ways the correctional officer can help to increase the effectiveness of himself and others. The attitudes conveyed, the work standards upheld, the importance of education he conveys, the character of the institution environment he helps to structure and the human relations messages conveyed help to make the subliminal curriculum which may do much to prepare residents for social living.

Management must see that the officers are involved in planning in cooperation with or under the direction of a curriculum specialist. They must be given assistance in preparing or in adapting prepared instructional materials.

Optimizing Use of Time

There must be purpose in performance if time use is to be optimized. Lack of acceptance of genuine purpose is very noticeable among residents. This coupled with weak motivation among the personnel inevitably produces a state of time waste.

Many things have to be considered beside time per se in treating the subject. Some overriding considerations are:

1. The instructors must know or be motivated to qualify to teach the subject.

2. Experience has shown that there must be well qualified supervisory leadership.

3. The teachers must be involved in producing the course of study or in planning the details of adapting the course, if prepared elsewhere e.g. the Model Adult Basic Education. A curriculum committee working under the direction of specialist is recommended.

4. Whatever program of instruction is provided must have relevance and be accepted as a learning objective by the student.

5. Definite calendar of activities must be in effect and students must have binding programs.

6. For educational staff to be permitted to use time efficiently many scheduled activities, such as bathing, barbering, discipline court and visits must be scheduled to prevent time conflict.

Time Clock Schedule

Most everywhere except in correctional institutions the students are available for work with the teachers throughout the school day. The fact that students are in school usually for a much shorter day than the institution teachers leads to much waste of teacher time. If teachers are not professional enough to meet a school time schedule without a time clock they do not belong in education. Ways must be developed to synchronize teacher and student time schedules.

Program Schedules

Generally, education has been confined to the so called work day period of eight to four approximately. Of necessity and otherwise, many residents are not available during the work day for attendance at organized school classes. Adult education in free society is largely an evening, or after work program. Evening programs of education must be provided in order to optimize time use. The waste of resident, and consequently staff time too by confining residents to cells throughout the evening hours is appalling. The custom is a carry-over from the past when time meant little in terms of positive use. Ohlin's (Saratoga Springs 1963) contention that the institutional society must have major overhauling accents the need to provide adult education during evening hours. This step alone would improve greatly the institution environment.

Motivation, Morale and Time

"Make time serve you" suggests that one had better be motivated to use time in a worthwhile way. Such will not obtain unless there is an underlying motivation to make time count for something worthwhile. There are so many factors in the correctional institution community which contribute to poor morale and so few means used to build morale. Poor morale, poor motivation, and poor use of time go hand in hand. Some suggestions, and there are many others, for improving morale are:

1. Give recognition for achievement by personal commendation.

2. Adopt objective or scientific tools for measuring achievement and keep individuals informed about their ratings or quality of performance.

3. Respect the worth and dignity of the individual because he is a human being; consider his motivational deficiencies and then establish a system of rewards which have meaning and worth to the individual. Cohen (National Training School Study 1966) believes that the rewards must be tangible and immediate.

4. Make available for easy use a library of appropriate reading materials and audio-visual aids.

5. Remove insofar as possible elements of the institution society which seem to adversely affect morale of both residents and personnel. The school atmosphere should help the resident to forget that he is incarcerated momentarily.

6. Penalties for failure to use time wisely should be immediate, fair, in accordance with the offense and for the purpose of strengthing the rehabilitation program of the resident.

Conclusions

Efficient use of personnel and time is inextricably meshed in the many facets of a modern institution that each was treated as part of the whole. Attention was directed to the conditions and circumstances influencing the topic treatment such as management processes, total staff involvement, institution society, staff-resident relationship, motivation, procedures for optimum personnel use in education and problems of scheduling time.

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OPTIMIZING USE OF PERSONNEL AND TIME IN PLANNING ADULT BASIC EDUCATION IN CORRECTIONS

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Importance of Management Decisions

There is a saying in Corrections that a prison is the length and breadth of the Warden's shadow. Such a statement does direct attention to the importance that Management's attitude has upon treatment programs. In this sense, the decisions of management do outline, to a large degree, the extent or confinement of the Education Program. In this connection, though, one must consider that it rarely occurs that a warden will have the opportunity to plan the buildings, select the site, write the job specifications, hire staff with the desired education, training and experience to deal with the assigned inmates. Therefore, when we consider, from our topic, the meaning of "optimize" we can use that part of the dictionary definition which states it is what is "best for growth." In order then we must make the best of what has been inherited from the previous administration. Growth does imply change and change from continuing doing what is well known to starting something new is upsetting. This does not mean that the old way was bad, but in public administration, we cannot retain a perfect balance on "dead center." We either go forward or let the world pass us by and relatively slide backwards. So to just keep up there must be forward growth. The leadership, both by precept and example, must come from important management decisions. The first step in management should be a factual analysis of personnel available for the Adult Basic Education Program.

Utilization and Allocation of Personnel

Education Department Staff in Sterotypes

Pedantic Principal in Stereotype. Attendance in Schools of Education and experience in the public schools, preliminary to employment in correctional education, leave persons that are assigned to serve as principals within institutions with a tremendous drive to repeat the enrollment patterns of the public. By this I mean each semester should start with an enrollment and registration period in which all prisoners or wards that will be permitted into classes will start their course. Any admission during the semester would interrupt the continuity, disrupt the class, and destroy the educational objectives. All this, despite the fact that, due to actions of Parole Boards, transfers to other institutions, disciplinary problems, and expirations of sentences, results in the depletion of the class until only one or two students remain by the end of the regular semester.

The "Bad Apple" Teacher in Stereotype. We frequently encounter instructors that would have a perfect class but for the one student. It is the one student who prevents the other students from achieving and the teacher from achieving. The sooner this one student is removed, the sooner important work of education can be continued. But it seems equally true that, no sooner than that student has been removed, lo and behold, another "bad apple" has developed in the barrel. There is always the one bad apple.

The "Do It Myself" Vocational Tradesman in Stereotype. The experienced tradesman, who apprenticed his trade and is proud of learning it the hard way, frequently has a poor memory for the early days when he was learning, and with the bumbling inexperienced inmate, can hardly contain himself to seeing good material ruined and the job botched and then being blamed for delays, so jumps into the breach and does it himself.

The Four-Shelf Librarian Stereotype. This is a reject from the classroom being assigned as a school librarian taking great pride in shelf after shelf, row after row of an unbroken line of book backs nearly edged and gathering dust on their tops. A resistence of circulation of books in rooms or quarters since they might be damaged or failed to be returned creates daytime nightmares. The concept that the best librarian is one whose materials are constantly on the move in the hands of the readers and not gathering dust on the shelves is uncomprehensible.

Green Peas Stereotype. The mid-year graduate, or the young teacher that didn't get the one and only job he applied for, and so turns up on the Civil Service Roster as a last resort, may be so filled with empathy that he has trouble saying "no" to any inmate's soulful plea, whether for good grades to the Parole Board or to mail a letter to an ailing mother. A perfect set-up for the manipulation inmate.

The Retired Reject Stereotype. The public school teacher that, for sixteen years, has taught mathematics, i.e., the same first-year course sixteen times, avoids the necessity of creating additional daily lesson plans.

Characteristics of the Educational Personnel

Th education staff will be made up of both the young and old, the academician and tradesman, the probationary and the tenured teachers. The bulk of them will be well qualified, sincerly motivated, and loyal to their profession. They too will be conscious of the stereotypes and can be a resource properly directed to neutralizing their negative effects and even bringing them back on the team.

Contract Staff Versus Merit Systems

Teachers recruited under the Merit System may have a fixed six months probationary period whereby they quickly achieve tenure status. A school district generally requires a longer probationary period, perhaps three years, and if a prison is contracting with the local school district, they may find that, because the prison is dependent upon annual legislative appropriations, the school district may fear being saddled with a large number of teachers that have tenure in the district, but if the legislature does not make a complete annual appropriation sufficient for the education program, they will become a burden on the local taxpayers. Such a policy by the local school district results in the discharge after three years of many competent teachers.

One benefit, however, is that a change in the characteristics of the resident prison population as to age and training needs can be matched by a gradual change in the type of teacher recruited as replacements to meet the needs of the new population.

In the event the staff is secured by contract with a local district or school, there generally arises some problems of dual administration, whereby the administrator employed by the school district must cooperate and coordinate his efforts with that of the responsible administrator within the prison structure. The usual conflict is one regarding the assuming of responsibility for control of tools or items that may be contraband.

Volunteers Versus Class Credits

If inmates are used as volunteer teachers, it will be possible to teach Swahili or perhaps programming for data processes. There are certain prerequisites which attract inmate teachers; such as, the position of status within the inmate population, and a job which proves certain enjoyable social exchanges with free personnel, as well as access to the teachers' coffee pot and food snacks. If the class enrollment drops, then this position is threatened and so teachers tend to curry favor from their students in terms of easy assignments and good grades. It therefore, should be no surprise that there are no academic credits allowed for classes conducted by volunteer inmates that will count toward a high school diploma.

Regular employees, however, may provide an excellent source of volunteers in the sense that they are not regular teachers, but only certificated for special subjects. The regular employee may be quite skilled in arts and crafts, and be paid on an hourly basis by the local school district to conduct an evening class. The chief steward may be certificated to conduct a class in bakery. There are many advantages in not having an outsider have access to the entire kitchen and bake shop together with a class of offenders.

In summary, the basic educational needs of the adult offenders will undoubtedly provide a need for the basic remedial educational classes in reading, mathematics, and the communication arts. These may well be conducted by institutional employees under the merit system, as there will be a continuous demand for such classes regardless of characteristics of the resident population as to age. The trade and vocational classes may present changing demands through the years due to changing characteristics of the population, particularly with respect to age. It may then be desirable to contract with a local school district to provide for short contractual periods the trades instructors needed to the particular time. Both types of instruction may be supplemented by qualified regular employees of the institution who should be eligible for certification in order that all basic education work be accredited toward achieving a diploma or certificate.

Utilization of Time

Teams

The concept of team teaching in the correctional setting has perhaps more direct application in the so-called "adjustment centers", which, in a sense, are an institution within an institution in which those individuals that, due to the behavior problems which they present, need to be isolated, and yet are in need of basic education. In many instances, because of emotional problems, attention span is short, particularly for academic subjects and much progress can be made with handicrafts. The instruction is almost tutorial and, with the presence of several teachers, individual student interest can be maintained and he may progress at his own speed.

Involvement of Total Plant

It is desirable to provide practical experience, particularly in connection with trade training. The length of time to properly apprentice individuals into the necessary skills for many trades and the faster turnover in prison population frequently precludes the possibility of taking an offender from the unskilled to skilled craftsman's level during the period of the sentence. It is, therefore, important to have in the diagnostic evaluation upon entrance to the system, performance tests and evaluations which can indicate to the institutional correction committees the skill level in particular trades. This can be verified by the tradesman, by the vocational instructors and then by an assignment made to the regular institutional employee responsible for maintenance, for example, of the plumbing system or the electrical system. The individual then has an opportunity to maintain and improve upon the existing level of skill with which he entered the institution and yet there may be reasonable expectations, since his skills had been tested and evaluated, that damage will not be done to the physical plant.

Relationship to Custody, Treatment, Maintenance and Industry

In the beginning, it was indicated that an institution might reflect the length and breadth of the Warden's shadow, but without the day by day support of the line staff down where the "rubber meets the road" or the cell door clangs shut, adult basic education will not flourish. If the line personnel are not supportive of an inmate's motivation to achieve basic education or trade training, problems will arise. All too frequently, the custody staff and the treatment staff appear to be in two armed camps, each feeling the other's progressive programs are being blocked by the other and both sure that the demands of maintenance and industry are unreasonable.

Community Based Education

Some jails and prisons now are utilizing the resources of local two year community college campuses and facilities for weekene students. Many of the colleges have laboratory and expensive mechanical test equipment which is not utilized over the weekends. The prison class with instructor can be sent by bus to use this space and equipment and thus avoid unnecessary and almost impossible duplication.

In Arizona, the Department of Corrections, in order to better evaluate juvenile court wards' basic education needs has contracted with the Division of Vocational Rehabilitation and a Rehabilitation Center at the University of Arizona at Tucson for such diagnostic work. All juvenile court male wards are received at the Youth Center, a few miles north o Tucson. Twice a week a mini-bus with five boys is transported to the University of Arizona Rehabilitation Center Building where on the fifth floor they have available all the performance tests and equipment to supplement the paper pencil examinations given at the Youth Center.

Strategies and Decisions

Importance

The President's Commission on Law Enforcement and Administration of Justice in the Task Force Report: Corrections (1967) stated: "While the greatest need is at the elementary and secondary levels 83 percent of Correctional Institution inmates 25 to 64 years old have not completed high school--there should be no ceiling on educational opportunities in corrections (p. 54)." The summary report of the Commission, "The Challenge of Crime in a Free Society" (1967) made this recommendation:

> "Correction Institutions should upgrade educational and vocational training programs, extending them to all inmates who can profit from then.... There are about 5,000 academic and vocational teachers now employed in the nations correctional institutions. It is estimated that an additional 10,700 persons are needed immediately to develop effective academic and vocational programs. In order to close this gap, which is expanding rapidly, substantial subsidies are needed to recruit needed specialists and to provide them with training required to make them effective in their complex and challenging tasks.
>
> "The Commission recommends that states should, with federal support, establish immediate programs to recruit and train academic and vocational instructors to work in correctional institutions (p. 175)."

Responsibilities

We have now considered some of the problems involved in planning adult basic education in corrections and can turn to consideration of strategies. In the suggested readings for this Regional Seminar, there is reference to the American Correctional Association's Manual of Correctional Standards. As a strategy, I would commend to your special consideration Chapter 36 titled, "Use of Standards to Measure Effectiveness." The procedure which is described therein has been further implemented by the preparation by the Association under a Ford Foundation Grant of a "Study Guide for the Application of the Manual of Correctional Standards" (Chapter 30). A checklist is included within this study guide which is concerned with the chapter on education. The necessary forms can be secured from the Association and this would make a good start in securing the cooperation of the personnel and re-evaluating strength and weaknesses without apparently having to be submitted to an inspection from the boss where they feel compelled to defend the status quo.

After this second phase of filtering out the operational facts, a process of self-evaluation is being concluded and those involved can sit down with management to squarely face the necessity for mutually arrived at decisions concerning the future of the basic education program. After we have found the facts, faced the facts, and filtered the facts, it is the responsibility for decision-making which will face up to the realistic problems of the moment and the limitations are assets of available resources of personnel and time.

Summary, Conclusions, and Recommendations

Summary

It has been my purpose today to re-direct your attention away from the usual focus on problems and needs presented by the inmate to that of the problems and needs faced by management preliminary to arriving at decisions, a sort of inward look and self-evaluation followed by an involvement of the line teaching in a similar process of self-evaluation, which will hopefully lead to joint decision-making.

Conclusions

It is high time that a total evaluation be made of the adequacy of correctional education as it is carried on today. This should include a study of the institutions themselves, employees in and out of the institutions, non-employees who are interested in corrections, and public agencies who are or should be interested in correctional education.

Recommendations

I. Widely disseminate the Manual of Correctional Standards and make use of it as a study guide.

II. Evaluate the use of personnel and time in terms of present programs of correctional education.

III. Plan, develop and implement an adult basic education concept in correctional institutions.

IV. Thoroughly acquaint legislators with the plans, together with the probable costs and anticipated results of their operation. Such costs will be heavy, by comparison with what has been done in the past and will not be forthcoming unless legislators are convinced of their needs.

V. Employ persons of vision and work the plan.

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OPTIMIZING USE OF PERSONNEL AND TIME IN PLANNING ADULT BASIC EDUCATION IN CORRECTIONS

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Philosophy of the Institution

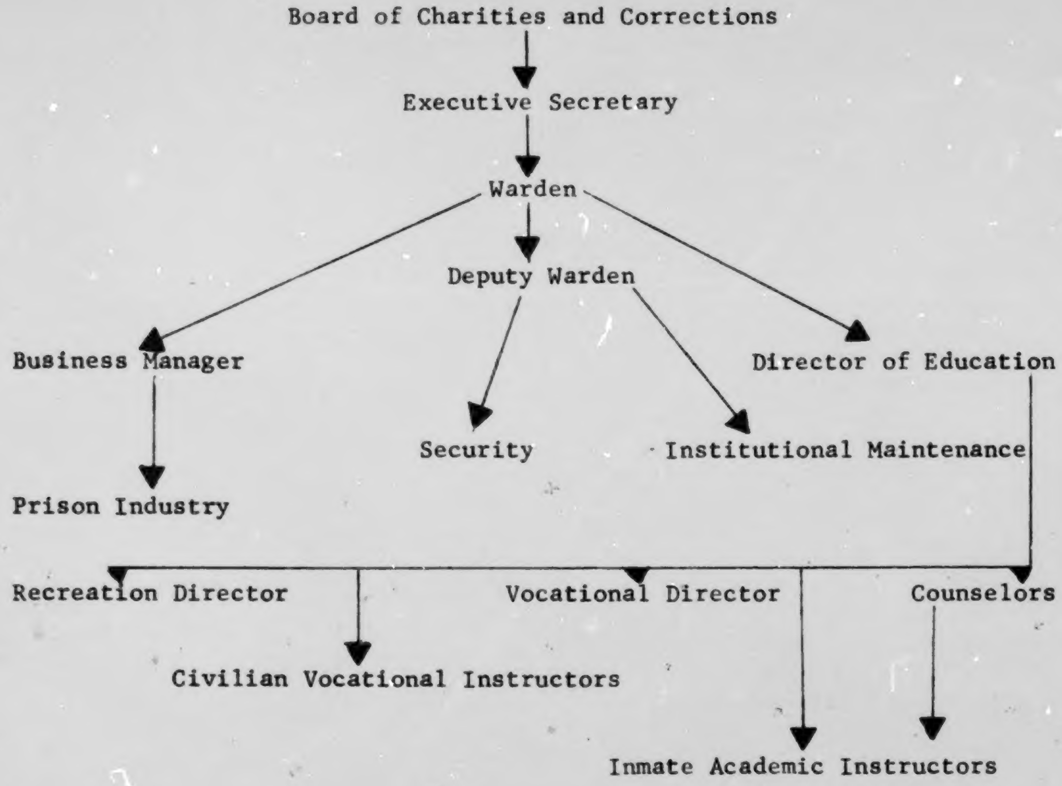
State law sets forth the major purpose of this type of institution: it is to protect society from the people sentenced there and to protect these inmates from each other during their incarceration. A second purpose, which is also a method of protection, is to offer programs of rehabilitation. Such courses attempt to redirect these wayward people and refit them with skills and attitudes that will help them to become law abiding, productive citizens when they are released from the institution.

In fulfilling the latter goal, institutions like this are not successful in all cases. Statistically, they appear to be failing in their job. Yet it must be realized that the people being dealt with are society's failures: the school has failed, the church has failed, the community has failed, the courts have failed, and other social agencies may well have failed also. When these men are received, a penitentiary is faced with a momentous task in attempting to redirect them so that they will be able to conform with the rules of society.

This task of rehabilitation can be facilitated if the men in custody can be motivated to become involved in a vocational or educational program. They are given an opportunity to learn good work habits while at the institution. They are put in positions where attitudinal changes can occur. They will have a much better chance when re-entering the main stream of society and attempting to take places among their fellow men.

There is no way to separate security, education, and attitude development in a penitentiary. All three are interacting and must be considered together when planning an educational program.

Staff Structure


Board of Charities and Corrections
Executive Secretary
Warden
Deputy Warden
Business Manager
Director of Education
Security
Institutional Maintenance
Prison Industry
Recreation Director
Vocational Director
Counselors
Civilian Vocational Instructors
Inmate Academic Instructors

The board of charities and corrections is a five man board that appoints the warden. The warden, in turn, hires and fires all the personnel in the institution. The number two man in the prison is the deputy warden. He is in charge of the on-going operations of the penitentiary. Because of his control, all happenings must funnel through the deputy warden. There is also direct contact between the warden and the business manager and the warden and the director of education.

Correctional education has elements that are similar with other types of education, but it also has its own unique qualities. Thus, it is the most important to fit the right person to the job. The person to work with education in a security environment, amid the "failures" of life must be one with his feet on the ground and with a personality that combats negativism.

With short term or juvenile institutions, civilian instructors must be hired. In long term, adult institutions, inmates instructors or assistants may be used with great effectiveness. Having a number on the shirt tail of the teacher destroys much of the resentment and rebellion toward authority by the learner. Hinders (1969) states that "the inmate instructor is able to feel empathy for his peer group and this sensitivity can help hold together the lines of communication (p. 4)."

He goes on to say, "Things are attempted and accomplished that would not have been done by professional educators knowing about the possible shortcomings or handicaps.

"In the state of South Dakota, the inmate instructors represent a higher intellectual level than does the general population.

"The use of inmate instructors does have some disadvantages. State accreditation may be withheld with the use of uncertified personnel; thus diploma cannot be issued. Inmate teachers lack a theoretical background of learning and methods of instructions. They lack knowledge of the availability of materials and resources. The teacher turnover rate is high and inmate instructors have their emotional ups and downs.

"The administrator of an educational program using prisoners in this role must consider these things: (1) problems in discipline in the classroom will most likely not be referred to the professional staff (no one wants to be an informer), (2) there is always the possibility of students buying grades, and (3) because the teachers are less experienced there will be a need for a greater amount of supplies and teaching aids (p. 5)."

Educational Organization

The adult basic education program at the South Dakota State Penitentiary consists of four areas: basic education, general education development testing, high school, and vocational education.

The basic education program includes reading, mathematics, and living skills up to grade level 8.0. This area is open-ended and self-pacing. The learner is encouraged to proceed as fast as he can handle the material. Each inmate is given some very directive counseling to complete at least this much of his education. Then he should be able to handle the high school program, begin a vocational skill or if he is not capable, drop from the program.

The General Educational Development certificate (received after completing a battery of tests that determine educational achievement level regardless of the amount of formal credit earned) gives the inmate a key to open many employment doors but no skills to stay inside once there. The inmate's motivation is high in this type of program because it is seen as an easy way to obtain high school level recognition.

The GED philosophy at the South Dakota State Penitentiary is that the offender may take the test if (1) he has too short a sentence to take part in a formal education program, (2) he is in a position that will not allow his participation in the regular academic program and he can function at the 10.5 grade level as measured by the California Achievement Test, (3) he needs the test to participate in some other program (such as college extension course) in the institution and can function profitably at that level.

The accredited high school program includes the same required subjects as other public schools. Additional elective subjects are geared to helping the learners acquire a better vocational skill, to helping them understand people, and to helping them stay out of the penitentiary once they are released. Because of the daily migration of offenders in and out of the institution, the need for open-ended classes is readily apparent. Presently, enrollment is open on a three-months basis. Exceptions to this quarterly plan are these completely open-ended classes: mathematics, drafting, and typing. Attainment level is the criteria for credit received. The English program has 82 one-month courses from which the learner may choose. Out of the 24 courses needed for graduation, eight specific units are required in the first half of his studies. Discussion or class participation type courses, such as speech or community problems, remain under a closed enrollment plan with a beginning and ending date.

The high school program is taught by inmates. The selection of inmate instructors should be weighed carefully and the following factors should be considered:

(1) the gift of gab, the "Dale-Carnegie-salesman-type" seem to to very well;

(2) the length of sentence, the inmate teacher will not be as effective the first semester he teaches so the selection should be made for more than just the immediate needs;

(3) the crime committed, the person must be well thought of by the inmate population--thus no sex offenders because they generally have weak personalities and lack the respect of the prisoners;

(4) the degree of loyalty, the inmate teacher should agree with or carry through with the basic philosophy of the school.

The vocational program at the South Dakota State Penitentiary includes eight areas: appliance and refrigeration, auto mechanics, auto body and paint, small engine repair, custodial training, machine shop, meat cutting, and welding. Because of the length of the individual courses, the additional security problems and the need for technical training, civilian instructors are hired in each area.

The Availability of the Offender to the Program

The academic and vocational schools are daytime activities. They are voluntary. If the inmate desires to go full time, he may do so. An offender may work part time in one of the prison industries or institutional maintenance jobs and attend school one or more periods a day. If he desires to take a specific class that meets at the time he is on the job (for example, a cook that wants to take a class that meets just before mealtime), he must choose either a different job or a different subject.

Because it is felt that the inmate must learn to sacrifice to get ahead, the pay scale at the prison is arranged in the following manner:

shop pay	$ .60 to $1.00 per day	
school attendance pay	1 class	$.00
	2 classes	.20
	3 classes	.25
	4 classes	.40

The offender may not be paid from both the school and a shop.

While working in a shop and attending one class, there will be no drop in shop pay.

If attending two or more classes while working, the foreman will adjust the pay according to his contribution to the shop.

Each incoming offender (fish) is given an individual oral reading test and a written or verbal intelligence test. During this interview with a school counselor, if education seems at all desirable, he is given a "hard sell" about the educational possibilities. The Deputy Warden then may be contacted before he is taken out of the fish tank and placed on a job.

There is a group orientation that lasts for two days, approximately every two weeks. Here staff and inmates talk to the fish about rules, opportunities, and their stay in the institution. The director of education spends 30 minutes explaining the educational program, telling of its benefits and encouraging participation.

Sources of Part Time Help

In addition to the full time staff, additional assistance may be obtained from without the walls. State agencies offer assistance in psychological testing relating to educational planning, teacher in-service training, special assistance in planning new programs, and the state library services in purchasing, borrowing and inter-library loaning of books and audio-visual materials.

Community people that are tied into other agencies may render part time or voluntary assistance. Examples are these:

(1) public school teachers conducting evening classes,

(2) employment officers for General Aptitude Test Battery administration and counseling,

(3) vocational rehabilitation counseling, and

(4) a meteorologist talking to a science class.

Teachers that are retired from the public schools work on a part timw basis at the institution.

Using outside people in the educational program necessitates allowing administrative time for orientation and supervision. The time needed is in direct relation to the time spent by these people in the institution. The selection of who comes into the prison is of great importance. In most cases these volunteers must be male endowed with mature common sense. The crusader or emotional type should be avoided. There seems to be a danger that shortly after they have begun, these outsiders believe that they know all there is to know about corrections. Their judgments tend to be clouded by their emotions.

The use of the volunteer or part time help can be good for the offender. It keeps him in contact with the bricks. But it can also be one of the best public relations media going out of the prison--telling of the efforts of the administration.

The Planning Process and Communication

Meetings between custody and treatment are vital because of the interaction of the areas. Each Wednesday the time from 4:00 to 5:00 is set aside for a meeting of the "White Caps," the Educational Director, and the Work Release Officer. Here general institutional policies are discussed and the mood of the institution is sampled.

General in-service meetings are held approximately 25 times a year. The inmates are returned to their cells early and the entire staff attends from 3:00 to 4:00. If a civilian staff member is not on duty at that specific hour, he is expected to attend and is given compensatory time.

For the educational staff one hour a day is kept free of scheduled classes to allow for teachers' meetings, time to give special help to students with problems, and for general planning of the program.

An important element is to provide time for the staff to be together in an informal setting. This is done at the South Dakota State Penitentiary in a variety of ways: total staff picnics, lake outings for the supervisory personnel and an annual Christmas party.

Evaluation: The Basis of Program Change

Honest evaluation is a very important part of positive program planning and change. In corrections today there is a great need for scientific methods of evaluation. The American Corrections Association is just completing a means for evaluating an entire institution--with education as one of the parts. Statistical analysis is sorely needed to make accountability a reality.

Many things need to be considered. What is the purpose of the institution? Is it a short or long term facility? When it is said that community based operations reduce costs to the state, it must be considered that the home facility still must maintain the same general number of employees--unless the population is greatly reduced. Is it just to figure the per inmate cost of operation and say that that much is cut from an operating budget when an inmate is housed outside the institution?

Is it right to teach a vocational skill just because it has been taught for many years? Are primary goals being reached if an inmate cannot obtain employment with a newly acquired vocational skill upon release from the prison?

The head administrator must be the final determiner, but he must involve (1) the teaching staff in the actual planning and operation of the evaluation, (2) the learners in determining the effects of the program upon their behavior, and (3) outside professionals in the setting up of the evaluation process and in recommending future moves.

The administrator may ask people for their advice and consider it. But ultimately he must use the data available and make his own decision.

Selected Reference

Hinders, Dean. "Use of Inmates in Instructional Roles," unpublished paper prepared for San Dimas Conference on Adult Basic Education in Corrections, February, 1969.

OPTIMIZING USE OF PERSONNEL AND TIME IN PLANNING ADULT BASIC EDUCATION IN CORRECTIONS

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Introduction

Responsibility for planning and implementing adult basic education projects is not limited to education department personnel. The technical responsibilities are theirs, but they cannot be expected to plan and operate effectively without the support of the entire institution, and especially the support and leadership of the institutional managers. Since this Seminar Program is directed to institutional decision makers, the purpose of this paper is to suggest ways in which they, as managers, can optimize the use of their personnel and time in the entire institution, including the education department, in planning the adult basic education programs.

The two major tasks to be considered are in terms of suggestions for (1) personnel organization and practices, and (2) identifying who the personnel resources are, what they can contribute, and how they can contribute to the planning. Most of the suggestions would apply at any or all levels from top management down through the organization to employee (teacher)-inmate supervision and relationship.

Personnel Organization and Practice

Key institutional managers and decision makers should seriously consider that they can contribute most (in optimizing use of personnel and time in planning and implementing adult basic education projects) by making certain their institution, and education department, personnel are well organized and are using sound personnel practices. This would include checking to see if "office politics" is hampering operations, if top managers are working more with people than with things, whether or not the system is well organized, and if personnel practices are sound and efficient. Each of these areas will be covered as suggestions with the hope they will be of help.

Office Politics

A first task to be considered is the minimization of "office politics" as much as possible. The purpose of this is to reduce personal favoritism to a minimum; and the best way to achieve it is to evaluate and promote personnel on the basis of objective standards. Competition among staff can be encouraged but it should be kept constructive and related to the goals of the institution. Whatever the standards and measures are, they should not include office politicking, or the score on the golf course. Also, certain devices can be built into the organization to reduce personal favoritism. One example is the Open Door Policy of IBM (Burger, 1964). Any dissatisfied employee is invited to visit the president personally if the employee could not secure satisfaction at the lower level. This forces supervision throughout the organization to make certain they have reasonable grounds before taking disciplinary actions against employees.

Managers and People

Another suggestion is to check job descriptions and practices of managers at the "executive" level to ascertain they are not actually doing the work which should be done by their subordinates. One expert in the personnel field (Burger, 1964) defines an executive as being a man who does two things:

(1) he directs the work of others rather than doing it himself,

and

(2) he makes policy decisions which are executed by subordinates rather than himself.

His prime characteristic is his talent for seeing things and people as they really are, not as he would like them to be. Managing the work of others really means managing people because the work will be done only through the efforts of other people. The manager then needs to see if his "executives," such as department heads, are working mainly with "people" or "things" and guide them accordingly. Researchers (Likert 1961) have confirmed that the executive who concentrates on production, instead of people who do the production, fails. This would most likely apply not only for top managers but also for any employee who supervises other people, including inmates in a correctional institution. Application of this principles would be more appropriate at the higher managerial levels it is true, but many times it cannot be applied at the lower supervisory levels because these supervisors are not given the support (such as clerical) that would permit it. It would behoove top managers in institutions then, to review managerial and supervisory personnel and positions to see if these two basic rules of management are being applied in their education departments and in the entire institution as well.

Organization

A third area for top managers in institutions to consider in optimizing use of personnel and time is the actual organization of both the institution and the education department. Good organization will conserve much time and energy at all levels from the top to the bottom. Burger (1964) calls attention to C. L. Ferguson's writings in the Atlanta

Economic Review. Ferguson described good organization as one of the four key factors in a well managed company. The four factors were: (1) It has direction. It knows where it is going. (2) It has a well designed structure that can perform effectively and withstand the battering of competition (recidivism in the case of corrections?). (3) It has a fine set of controls so that it handles well, and (4) It has the power or energy to move itself.

Direction. The first factor above, dealing with direction and knowing where to go, is of vital importance in corrections. Using a somewhat trite cliche of recent years, "If we don't know where we are going, how will we know when (and if) we get there?" Goals and objectives in adult basic education are being dealt with in this adult basic education project as a first step in planning. But aren't they equally important for the entire institution? How can personnel and time be utilized efficiently in the education department if the institution upon which it is dependent for support and guidance doesn't know where it is going? Oh yes, all correctional institutions can say they have a goal such as "to reduce recidivism." This is fine, but what is really needed are intermediary goals or objectives which guide institutional personnel in planning the shortest way to get there, so they don't all go off in different directions. The value and development of goals and objectives is treated elsewhere in this seminar; the main point here is that they are just as valuable for the entire institution if top institutional managers are to adequately support their education departments and optimize use of personnel and time.

Structure. The second key element in a good organization is a well designed structure that can perform effectively (and thereby utilize personnel and time efficiently). Three essentials in this structure with regard to personnel are: (1) specific responsibilities must be assigned to each staff member, (2) each staff member must be delegated the corresponding authority he will need to exercise his responsibilities, and (3) everyone should know to whom he reports and who reports to him. The organizational chart is a graphic representation of these essentials. Top managers might be able to optimize use of personnel and time by using the chart to train personnel in effective communications by stressing the following points: (1) vertical lines of communication are most important. Staff must always communicate (and listen) both upward and downward. (2) They also need to communicate "sideways," especially in cooperative ventures with other departments. (3) There is also a need in some cases to communicate diagonally with staff at higher or lower levels. The chart indicates the normal path to follow in an orderly way and it is important to stress the importance of employees following proper channels. Skipping over immediate supervisors, for example, can cause difficulties quickly because the superior may conclude his position is being undercut or threatened. An organizational chart will become meaningless if it is ignored - it should be followed and enforced to get full benefits from planning.

Besides establishing lines of authority, the organizational chart provides a quick picture of the number of persons who report to each supervisor so one can quickly detect flaws in efficient management. There is a reasonable limit to the number of persons one manager can supervise. Too many, results in inadequate supervision; to few, means not enough work for the supervisor (unless he has other responsibilities too.) Less supervision is needed for semi-skilled or unskilled positions. The right degree of supervision will enable management to respond quickly and effectively to changing conditions. In this regard it is well to bear in mind the need to plan thoroughly preserving the capability and willingness to adjust quickly to deal with changing needs of the institutional community and the world at large.

Controls. The third key element in a good organization is a fine set of controls. Part of this comes through a good structure as discussed above but it also comes by way of a good reporting system. The latter is mainly for keeping everyone informed on the actual state of affairs but it is also for preventing abuse of executive "power".

There are no rigid rules nor ideals to follow in a reporting system - what works for one organization may not work for another. In some situations the best emphasis will be to "put it in writing." In other situations oral reports are more advantageous. The right combination of the two is most likely ideal in the correctional situation. Oral reporting should be carefully cultivated because staff will usually report many things in an informal discussion that would not go into a written report. A manager or supervisor should be able to meet daily for a few minutes with each person he supervises and once a week for long-range trend reporting and planning. Written reports are needed, of course, when statistics, detailed analysis, historical records or other documentation are needed. Whatever the method used, the main objective is to know what is going on. The trick, of course, is to learn the truth without being snowed by masses of meaningless verbiage. But without an efficient reporting system, the best organization will fail because problems will not be known in time to help solve them - and precious time of personnel will have been wasted in the meantime.

Power and Energy. The fourth characteristic of an efficient organization is that it has thd power and energy to move itself. The best organization chart or reporting system will not make the organization operate smoothly and efficiently unless the whole staff is working together as a team. Their efforts must be pooled so the net result is greater than the sum of its parts. The ideal situation exists when the energies of all employees are directed against the "enemy," the competitors in the marketplace. (Burger, p. 68)

The "enemy" in the case of corrections is recidivism growing out of our failure to develop persons capable of being fully functional in the community. Employees need to be frequently reminded of the common challenge and that the security of their jobs depends on defeating the "enemy." In the education department the "enemy" would be undereducated inmates and the same need would apply. Rehabilitation of offenders is a complex process and education is only a part of it. But it is also a large part and the boundaries are not easily identified. This difficulty in precise delineation need not be a problem however if the entire institution works harmoniously toward common goals. Institution managers should look for symptoms of division among staff and continually search for now and stimulating ways to inspire and consolidate personnel. Much time can be wasted in going in different directions with one person or department undercutting the other.

In the interest of maximizing interdepartmental harmony, education managers need to remember that they are operating in a correctional setting which does impose certain constraints. Where the constraints can't be eliminated completely, most can be reduced if the education manager will work within the total system and be a part of it while confidence develops and others are drawn into the planning and execution.

Personnel Practices

Taking a good look at key personnel practices within the institution and the education department and improving practices where needed is another possible way of better utilizing personnel and time. The key areas recommended here that have the greatest payoff are in training of supervisors, selection of personnel, communications, and employee morale.

Training Supervisors. Well trained personnel will be able to function more efficiently. Institution managers have the responsibility for leadership in this area, especially in training their supervisors so they can properly train their staff. Each employee, especially every supervisor, should develop someone to take his place. This is so important it should be part of employee evaluation for promotion potential. Supervisors should also be trained in the basic human relations of supervising their employees. Some basic principles they should be applying are:

(1) Make sure the employee knows exactly what he is expected to do and what goals he is to accomplish.

(2) Use the guidance and assistance approach rather than the "work harder" approach.

(3) Use a positive approach whenever possible.

(4) Encourage and facilitate employees to make decisions with supervisor's guidance and assistance.

(5) Be open to new ideas.

(6) Don't overdo criticism (or a "turtle" reaction may result).

(7) Be realistically tolerant of errors without diluting high expectations.

(8) Above all - don't criticize in front of others.

(9) Listen.

(10) Have an open door office policy.

(11) Cultivate friendly, informal (not permissive) relationships (people will work harder, more effectively and take more initiative when they don't work in fear.)

(12) Exercise caution in social relationships with subordinates. Social relationships which get highly personalized tend frequently to interfere with the supervisor's execution of responsibilities - particularly being objective in judgments about staff.

Also train supervisors in setting priorities, seeking solutions and making decisions. Immediate problems should come first, rather than personal interests or chronological order.

When seeking solutions, remember that many times the answer is not in doing something better, but in doing something entirely different. Innovate. Be bold and unorthodox if necessary. Consider long range problems by whether the entire institution or just one department is involved or will benefit, a common error in decision making is not enough delegation of authority down the line. But probably most important is that employees know how much authority is delegated to them. Decision makers should be as objective as possible and know clearly the alternatives available and pros and cons of each.

Selection of Personnel. The need for the best qualified personnel possible for an efficient operation is a reminder that may be trite to institution managers. Its effect is tremendous, however, and time devoted to ascertaining the most judicious selection process will certainly pay off. It would be well to ascertain that those selecting consider the following process.

Research the needs of inmates, establish goals, and then determine qualifications or characteristics of persons that would be most effective in meeting these goals. There will be general qualifications desired for all correctional employees based on institutional goals and then more specific qualifications required for specialized functions within the educational sphere. It is necessary to consider goals at all levels - institutional, departmental (education), and instructional area. If a main goal of the institution is treatment, or bringing about behavioral changes in the inmates, then all personnel, including teachers, should possess the personal characteristics and philosophy that are likely to bring about these changes. Likewise, if the employee is to be a part of the education function then he should possess additionally the qualifications and characteristics needed to bring about the particular changes desired as stated in the education department goals, and in the specific subject area goals.

In a treatment oriented institution it would appear that the most desired and needed qualification would be the character, sensitivity, skill, and desire to work with inmates; other qualifications such as professional preparation should then be considered. A mistake often made in large organizations should be avoided - that is the automatic ruling out of persons who do not present themselves highly according to conventional application screening procedures. Many times the more individualistic persons are the most creative and could make unique contributions. It is not proposed that corrections should hire a "bunch of oddballs" but those who are nonconformists in only a small way should not be excluded automatically from consideration.

A particular note of caution seems in order concerning the selection process. Too often new positions or those vacated are filled by the promotion of a solid, loyal, dependable member of the organization even though some standards must be ignored. Rarely does this "work out" and invariably the correctional student is further handicapped by administrative laxness.

Communications. The importance of communication and keeping the lines open in obtaining optimum use of personnel and time is important. Whenever anyone in the institution makes a decision the individual responsible should ask, "Who should know about this? Who needs to know about it? Who might benefit from knowing it? Unless there is specific reason, information should be passed on as widely and quickly as possible. Time and timing are both important, and communication should be a planned and deliberate process so it is not overlooked. Frequent staff meetings with opportunity for staff to ask questions as well as hear reports are vital. More important, communications should be given directly to avoid distortion, i.e., periodic addresses by the top executive to the entire institution or by the Principal to the entire education staff are vital to avoid unintentional (and possibly intentional) distortion of the message. Written memoranda are another means of avoiding misinterpretation and also provides a historical record. But these can be over-used to the point where little heed is paid to the contents. The shorter the better, too. Newspapers and the Reader's Digest learned a long time ago that people prefer to take their information short and straight. Other communication tools available are the telephone and the employee publication.

And last but not least in regard to communication is the art of listening, including hearing the bad as well as the good. Konopka (1969) speaks of the importance of prisoners being able to assert their individual will and influence their environment through their own actions. This same provision must be available to personnel so they have reason to feel an identification with the organization.

Employee Morale. Employees in the institution, including the education department, can be expected to perform to the optimum and make efficient use of time on the job only if their morale is high. Most administrators and supervisors are generally aware of this but a few of the factors needed to generate high morale are presented as a reminder to include them in the personnel program.

Status is one of the most important of these morale generators. Included here should be provisions for adequate salary, frequent personal recognition for work well done, privileges, adequate work space and furnishings, even name plates and desks of a certain type. Some will say that status is not important but few really mean it. This should be continuously considered.

Good employer-employee and specifically supervisor-subordinate relations is another great morale generator. Supervisors can make or break the success of an operation by being skilled or unskilled in the art of human relations in their dealings with subordinates.

Good working conditions is a third important factor in the morale picture. Teachers and other employees cannot be expected to do their best if working in a dismal physical and psychological environment. The institution has an obligation to provide good facilities, adequate materials and equipment, attractive work areas and proper heat and light control, as well as a psychological environment of moral support.

Opportunity for advancement (a "career ladder") should not be overlooked as a necessity for high staff morale either. Ambition for advancement is a great motivator; without it teachers and other personnel are likely to do only what is necessary to "get by." At best, they will preserve traditional approaches but will not be dynamic agents of change.

Identifying Key Personnel in ABEC Planning

Identifying the key personnel who should be involved in or contribute to planning ABEC projects, what and how they contribute, is important for optimum use of personnel and time. This would be especially important during the information gathering and constraint consideration phases of planning. Education department planners are dependent upon many sources outside the department and outside the institution for information and none should be overlooked. Planners must also carefully consider the supports and constraints of all concerned, especially those at the upper administrative levels. Failure to do this could result in many hours of time spent in planning a course of action that has little chance of success.

Preparing a "Who, What, How" chart is suggested. The educational planner could then use this as a checklist to be certain that he has not overlooked any possibilities. Since the term "personnel" usually equates with paid employees, special effort should be made to not overlook consultants, volunteer workers and the inmates themselves. Konopka (1970) cautions that "any treatment of delinquents must constantly involve the young person in his own fate (p. 82)." This involvement can more naturally occur in his specific program planning and evaluation of performance but why not draw logically upon this human resource for broader planning and even the implementation.

Conclusion

The theme of this paper has been that optimal use of personnel and time in planning adult basic education projects is dependent upon effective institutional personnel organization and practices, and in a thorough identification of institutional and community personnel who should be involved and what they should contribute to the planning process. Educational projects should not be planned in isolation nor can they be expected to operate in isolation and be effective. The starting place in optimizing use of personnel and time then is in the entire institution so plans made for education projects (or any other) stand a good chance of success. Top institutional managers should, therefore, consider a thorough review of their institutions with regard to office politics, managers working with people, the whole institutional personnel organization, personnel practices, and the identification of who in the institution should assist in the planning process and what they can contribute. With this precedent and display of interest, the educational planners can proceed in confidence with their specific technical planning of ABE projects.

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OPTIMIZING USE OF PERSONNEL AND TIME IN PLANNING ADULT BASIC EDUCATION IN CORRECTIONS

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Perhaps one of the most noticeable weaknesses of correctional education is its lack of direction and purpose within the penal system. Rehabilitation is a much used word in this area, but there is little evidence that correctional education is an organized part of an effort to return an inmate to society as a useful citizen.

It is generally recognized that a correctional system's first responsibility is to protect society from those individuals unable to function within its structure. However, the same correctional system is equally responsible to use every resource at its command to reclaim this segment of lost humanity.

The problem is a difficult one and the solution cannot be found without the consolidated effort of all departments or divisions within a system including psychiatric, custodial, social services, maintenance, industry and education.

Our concern at the moment is education and more specifically, basic education -- the minimum education that is necessary for a person to function in a free society. In many correctional systems even this amount of rehabilitation is non-existent. In most systems it is totally inadequate.

The intent of this paper is to point out the optimum use of personnel and time in planning adult basic education programs in a total correctional setting, one that can be found within the confines of a state or federal government.

It has been pointed out that the most effective means of rehabilitation is a united effort or a team approach. The team approach should be utilized at all levels and should include other governmental agencies, private industry, institutions of higher learning, publishers, etc. An attempt will be made here to develop the role of each as it affects the educational system.

First, a correctional system must have a strong, dynamic leader. He must be capable of dividing the responsibility of administrating the system among a group of capable assistants who direct and coordinate operations from a central office. One of these assistants, the superintendent of education, who should be a fully certified school administrator, must have complete administrative control over the educational unit within each institution of the system. He in turn must coordinate the educational units of all institutions. Each unit of the system should be headed by a certified school administrator known as an educational director or or school principal. A competent teaching staff of fully certified educators provides the instruction.

Thus, we picture the structure of a correctional education department -- the superintendent of the department, the educational director for each institution, and the instructors of each institution. The warden or superintendent of each institution is responsible for the custody and day-to-day operation of his unit; however, the superintendent of correctional education assumes the overall responsibility for operating the school. This type of organization can be successful only if the warden and superintendent of education keep each other fully informed of program change and development.

With this type of structure the educational unit of each institution is coordinated by a monthly meeting of all educational directors and the superintendent of education. The meeting should be held at a different institution each month and periodically at the central office to enable each educational director to become familiar with the operation of the whole system.

A wise superintendent of education will become familiar with the strengths and weaknesses of each educational director and proceed in a manner that will enable him to take advantage of one and overcome the other. It is imperative that the educational directors be given as much responsibility as possible in developing new and innovative programs throughout the entire system. It is the duty of the superintendent of education to encourage and facilitate innovation through the educational directors and their staff. With an organization of this type it is possible to have two or three educational directors working simultaneously on the same innovation program, drawing upon the resources of all facets of the system or outside agencies.

Likewise, the educational directors are responsible to develop the talents of each of the instructional staff members. The staff members must have an important part in making decisions that affect the instruction of the inmates and planning for new programs. It is very important that programs of various institutions or units be coordinated by the superintendent of education. Means must be provided for instructors of similar subjects to communicate and exchange ideas.

For example, the librarians of each educational unit should be allowed to meet as a group at least bimonthly to allow each to become familiar with the operations of other libraries within the system. Inservice training should be provided by resource people from the State Department of Public Instruction or other similar agencies. It is important that this group become familiar with resources of area institutions of higher education. It is equally important that this group meet to assist each other in writing federal grants and calling upon each other for assistance in cases of emergency in any of the units. A veteran librarian, for instance, can visit an educational unit where a new librarian has begun to work and to assist this person in becoming familiar with his duties as an institution librarian. Because of frequent transfer of inmates, it is highly desirable that the librarians collectively meet the responsibility of providing and making available appropriate reading materials for all inmates at all levels of ability.

In order to attain any degree of success in rehabilitation, a correctional education department must establish a sound philosophy. Public education, whether it be at elementary level, secondary level, vocational or college, has been and is quite traditional. Emphasis is placed on subject matter and facts. As stated earlier, a correctional system is responsible to use every resource at its command to reclaim this lost segment of humanity, meaning the inmate. Correctional education is charged with teaching subject matter and skills at all levels. However, its main concern must be that of changing attitudes. This very important and difficult task is lacking in most correctional systems. It is not surprising, because most correctional educators are former public school instructors or have been trained in colleges and universities where traditional teaching methods have been taught. Without professional leadership and motivation, instructors of correctional education teach with the same emphasis as those teaching in public educational systems.

A well planned, determined training program must be continuous in a successful correctional education department if it is to achieve its goal of rehabilitation. Teachers must understand the needs and the attitudes of the students they teach. There are various ways of attaining this goal and perhaps the most successful is one where advanced degrees in teacher training are eliminated. Teachers, of course, should be required to pursue graduate work to a masters level in English, or a math teacher to pursue graduate work in math. A baccalaureate degree in a teaching area is usually sufficient to prepare a teacher with sufficient subject matter to function in a correctional institution. After a baccalaureate degree and teacher certification in a subject area, a correctional teacher should then pursue graduate study in the behavioral sciences. There are few colleges throughout the country that offer an advanced degree in correctional education and therefore, it is not practical for a correctional teacher to pursue graduate work to a masters level. A successful system has demonstrated that teachers can best be motivated to pursue graduate studies in the field of behavioral sciences by gearing the salary pay plan to the number of credits earned. If a teacher has a baccalaureate degree, a certain salary is paid per month comparable to that of the public school. A baccalaureate degree plus twelve credits brings an additional fifty dollars per month; an additional fifty dollars per month increment is awarded for each twelve credits earned for four more ranges. Likewise, a teacher is rewarded with smaller increments each year based upon the quality of performance. With this plan, a craftsman enters the teaching profession at a baccalaureate level. Such schedules or salary plans are in existence and have proven beneficial. Correctional education teachers become more proficient as behavior modifiers in correctional institutions as they become more familiar with the type of students they deal with and realize that their duties and responsibilities include inmate attitudinal changes; that skills and knowledge alone are not sufficient to allow an inmate to function in a free society.

The responsibility for attitude changes and improving staff image of the inmate is not that of the educational unit alone. All departments of a system must assume their share of this enormous task. The teacher must be aided by the social service department, the clinical services department, the custodial staff, industry, maintenance and various agencies operating outside of the system.

The ideal supportive structure for a teaching program would include a reception center where all inmates are received and processed prior to entering the educational unit. A vocational evaluation unit would help determine an inmate's future involvement in the correctional system. The educational unit with the aid of a competent guidance counselor, and information from the evaluation unit, can then intelligently place a student into a meaningful program, one which will hold his interests and meet his needs. An appropriate educational program can be developed that will allow a student to meet success, perhaps for the first time in his life. A wise educator will seize this motivation to enlarge upon a student's interest, making him aware of the satisfaction of experiencing the learning process.

The key to an inmate's success must be predicated upon a staff philosophy already described, and an educational rehabilitative structure available and capable of handling his needs.

A basic educational curriculum within a correctional unit should include all the academic subjects and vocation shops combined to provide instruction which will result in successful rehabilitation. The grade level in itself is hardly important, but the development of an inmate's ability is of prime concern.

The academic area should be closely coordinated with that of the vocational area. The inmate must be exposed to various experiences and motivations supplied by the vocation area to realize the need for such skills as reading, writing, arithmetic, science, etc., in the academic area. Staff members of both areas must work cohesively with individual students, with the student's full knowledge of their cooperativeness, in order to reach an acceptable level of success. Of equal importance is the necessity of coordinating the program with the inmate's institutional maintenance work assignments.

It is folly to expect instructors to meet the goals outlines above by traditional teaching methods. Sheer numbers of students as well as time limitations make the traditional method an impossible task. However, the Wisconsin Division of Corrections, for instance, is demonstrating that this problem can be dealt with by developing an adult basic communications skills course using automated audio-visual machine programmed learning techniques. A veteran correctional special education teacher of the Division, with the planning of Division administrators, and the aid of a five year federal grant from the Wisconsin Division of Vocational Rehabilitation has nearly completed a course which demonstrates that adult basic education can be taught by automation. The veteran teacher is the author of the scripts, written with the experience of many years of teaching adult basic education by the traditional method in a state reformatory. The machines, basically simple computers, are programmed with the scripts provided by the author.

This project in automated instruction is under development because of the challenges that could not be resolved through standard teaching techniques and "off the shelf" reading approaches available today. Students lacking in the fundamental understanding of basic reading (although exposed to standard reading techniques) must be brought up to an "employability" communications level. The effectiveness of vocational training is offset by the student's inability to read. The need for individual attention and small group instruction and the lack of reading specialists make individualized automated instruction a necessity.

Failure of students to read, although exposed to traditional approaches, suggests that the techniques used in the past will again meet with failure. Motivation can be accomplished through the use of an automated technique. Freedom from embarrassment and success through accomplishment provided with automated instruction stimulates the non-reader to learn.

Equally important is the need to accelerate the learning process. A concentrated mainstream approach permitting around the clock instruction can be accomplished through automated equipment and programs tailored to meet the social and vocational needs of the non-reader. He may or may not know the alphabet, but he certainly does not know letter sounds, nor the blending of sounds to form words. The student would be considered a slow learner (minimum I.Q. of 75). Evaluation and program revisions are being made based on this description. However, educable mentally retarded students are also being successfully exposed to this automated instruction. Through careful planning and repetition, mentally retarded students can benefit from this course. The course has been carefully outlined and organized to permit units to be used independently, based on the achievement level of the student.

For example, Unit I, consisting of 27 lessons averaging about 54 hours of instruction, is tailored to meet the needs of the non-reader. It is a complete course that will communicate basic skills required for reading and writing.

Units II, III and IV are concerned with reading comprehension and vocabulary improvement based on vocational and social needs. Each unit can be used successfully with students who already possess the skills described in Unit I. Programs within Units II, III and IV should be taken in consecutive order.

Unit I also teaches spelling. The student is taught spelling step-by-step to develop strong study habits. Unit I introduces capitalization, punctuation, word endings, sentence construction, plurals, vowels, prefixes, suffixes and contractions. The student writes or prints all information in his blank workbook, compiling his own workbook as he progresses. Pre-printed testbooks are used frequently to determine student progress and areas for special assistance.

Unit II includes ten lessons averaging approximately twenty hours of instruction dealing with selecting a trade. The unit increases the student's vocabulary and reading ability through meaningful social and vocational experiences. The student continues to use phonetic rules to sound words. Reading comprehension is stressed. The student is exposed to various trades. Vocabulary specific to each trade is presented through spelling, sight and sentence construction. The student is made aware of the skills required for successful course completion and employment.

As in previous units, the student constructs his own workbook. The story is printed for reference and review as are the various practice sheets, explaining course requirements and other data specific to each trade.

The following is a list of trades presented in Unit II:

1. Introduction to the Trades
2. The Appliance Serviceman
3. The Baker
4. The Bricklayer
5. The Iron Worker
6. The Barber
7. The Machinist
8. The Welder
9. The Orderly
10. Review of the Trades/Test

Unit III explains full-time employment in ten lessons consisting of about twenty hours of instruction. The student is exposed to varied pre-employment and employment experiences. Through step-by-step instruction he is exposed to forms, ads, etc. The vocabulary for employment is emphasized. Reading comprehension is stressed through meaningful employment experience. The student again constructs his own workbook. The story is printed for reference and review. Sample forms, charts, paychecks, announcements and exercises are included to permit step-by-step student performance. Each program includes a review test for student progress evaluation.

The following is a list of the ten areas covered in Unit III:

1. Finding a Job
2. The Application Form, Part I
3. Application Form, Part II
4. The Job Interview
5. The Employee Handbook
6. Employment Forms - Withholding and Health Insurance
7. Employment Forms - Payroll Savings and Social Security
8. Understanding the Fair Labor Standards Act
9. The Paycheck
10. The Employee Bulletin Board

This method of teaching basic education is so new that Unit IV of the program has not yet been completed. It will consist of ten lessons concerning personal business. This unit will deal with social and personal responsibilities. Increased vocabulary and reading comprehension will be taught using every day experiences as tools for learning. As in previous units, the student will construct his own workbook. The story will be printed for reference and review. Sample accounts, savings books, check books, driving tests, bills, forms, menus and other related printed aids will be included to permit step-by-step student performance.

The subject matter that will be covered in this unit includes:

1. Banking - The Savings Account
2. Banking - The Checking Account
3. Driver Education
4. Buying a Car
5. Monthly Expenses
6. Reading a Menu
7. Information - High School Equivalency Diploma
8. The Federal Income Tax Return - Short Form
9. Map Reading (local)
10. Review - Test Unit IV

The automated method of teaching obviously has many advantages in correctional education. Many systems fail to provide qualified instructors and thus cannot possibly fulfill even the minimum needs of the inmates. With programs just described, one instructor can meet the needs of many more students in a given time and do so in a small fraction of the time previously required. It is not necessary, for instance, to have a qualified basic reading teacher available to teach an inmate to read. The subject matter has already been scientifically developed and ready for presentation. The instructor can now devote the major portion of his time working with and developing better attitudes on the part of the inmate.

This type of instruction has proven beneficial where an inmate starts a course at one institution and is transferred to another before the course is completed. The learning process need not be interrupted because he merely continues the same course which is provided in the other institution. There is no change of teaching method, repetition or unfamiliar materials. Correctional camps or farms without a teaching staff find this type of instruction most advantageous because the equipment can be operated by a correctional officer with several hours of training and the periodic assistance of a reading supervisor.

The task of instruction in a correctional system cannot be the sole responsibility of the teacher, even with such innovative programs as described above. The system must be flexible enough to "break down the walls," so to speak. With the structure of a well balanced program of adult basic education developed, the next step is to provide an advisory council, consisting of outstanding talent from local business and industry for each vocational field.

For example, consider the area of welding. Four or five men who are leaders in this field of industry, including a union representative, are appointed to meet with the welding instructor on a periodic basis. The group becomes acquainted with the instructor, the instructional equipment, teaching techniques and the inmate. This procedure may seem threatening to the teacher and administration at first, but the benefits derived are overwhelming. The council, if well chosen and administered correctly, will bring to the welding course information on the latest methods being used on the job. Members of the council will show great interest in the program, which could lead to the industry providing up-to-date equipment at no expense to the institution as well as placing inmates when they are released from custody.

The favorable program of rehabilitation then is one that evaluates an inmate when he is received at a reception center. His needs are met by the combined effort of a well coordinated system which eventually provides practical experience in a correctional industry and maintenance department geared for experience rather than production, and closely coordinated with industry and business beyond the "walls."

In conclusion, it must be pointed out that, although a correctional system may provide an excellent education unit, a broad spectrum of clinical and social services, a highly motivated industrial and maintenance program, and community cooperation, the key to its success rests with the warden or superintendent. If the above resources are not coordinated within an institution by a wise and understanding administrator, the toil of each department will prove fruitless.

EDUCATIONAL MANAGEMENT DECISIONS IN CORRECTIONAL SETTINGS

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A question increasingly being asked today is -- just what is the purpose and function of a prison? It is a deceptively simple question and the answer to it is of much significance to prison personnel in such treatment functions as those concerned with education. An honest answer would seem to be that in terms of the purpose for which most of our prisons were built, many decades ago, they are simply for the purpose of confining, controlling and punishing people. But our problem is that today we have arrived at the more enlightened view that our institutions should be for the purpose of helping people to change, to become more law-abiding; but this calls for a process that is exceedingly difficult to accomplish in an institution that was built and staffed with a simple punitive philosophy and purpose in mind.

For instance, here in Minnesota the Reformatory for Men was built in St. Cloud on a site that permitted development of granite quarries which were to offer constant employment for the inmates and, at the same time, make the institution itself self-supporting. The men who designed that grey bastille in about 1880 surely could not have conceived that in 1971 there would be no stripe-clad prisoners working in quarries, but instead there would be over 200 inmates engaged in vocational training, about 100 more in full time attendance in high school classes, and another 60 in full time attendance in a college program operated behind those walls by the University of Minnesota. Additionally, a fine vocational counseling program is being operated in a remote upstairs room which originally was the location of the disciplinary isolation cells. And this personifies the kind of problem we have as we try to operate a helping process inside a facility that was never designed to accommodate such programs in the least.

But if cell blocks and walls are rigid, it can be seen too often that the staffs working within them are almost equally inflexible. For decades the overriding consideration in our prisons has been security and control, and this has been accomplished with use of regimentation and the proliferation of petty rules to a degree that has worked seriously against the efforts of mere treatment or teaching staffs. It also leaves us with a substantial problem in respect to management decisions, for the decision-making process is operating in a context of conflicting philosophies and an entrenched military system of administrative control. For such reasons the process of decision-making for academic persons in a prison setting is a bit more primitive than in free world organizations.

Compared with most other organizations, prisons are more in need of the highest quality of decision-making process, at the same time that they have generally been much farther behind in this attribute. The reasons are not hard to see.

In the typical prison the traditional ways of functioning are as rigidly entrenched as are the stone walls and massive cell blocks. Traditionally the warden has been all-powerful; unchallenged either by staff below him, or by courts or other outside forces. The staff hierarchy has been a fixed military system and even just the use of military titles has helped to imply to all levels of staff that communication is a one-way street. Orders originate at the warden or deputy warden level and move downward through the ranks. Generally, no reciprocal communication of any systematic or meaningful sort has been invited. In other words, the last man, the correctional officer, receives the orders and knows that it is not for him to reason why, but only to do as instructed.

In a sense, the academic staff members have been even less privileged than the correctional officer, for they are outside the custodial, military ranking system and have to accept the fact that custodial considerations come first.

An unhappy indication of this kind of thing came recently in a letter from a professional woman with long and excellent experience in corrections who recently became the Senior Welfare Officer in one of the British prisons. It is a job similar to what would be the supervisor of caseworkers here. She finds her new job most difficult, and notes that she starts with three strikes against her. She is a civilian employee rather than in a uniformed custodial position; she is "Welfare"; and she is female. All those factors tend to exclude her from acceptance and from the decision-making process in this tradition-ridden man's world.

Inmate Militance Forces New Decisions

We must admit that in most institutions the harshness of this problem is softening and generally there now is more acceptance of academic or treatment staff as members of the team, but we are still far from the ideal of staff involvement in the decision-making process. Today in private business there is a rapidly developing interest in techniques of decision-making and this is finally attracting the attention of state government agencies -- even corrections. But there is another factor that is going to hasten this kind of change, and that is the activity of the inmates themselves.

The last decade has seen a fantastic growth in the militancy of disadvantaged persons in the ghettos and the communities generally. Inevitably this militancy has entered the prison and suddenly the traditional administrative practices are under attack. Sometimes inmates are taking direct and violent action, but sometimes they are being more sophisticated and using legal procedures. The direct action means that for the first time prisons now are contending with groups of inmates who submerge their individual concerns in preference for concerted group action in challenging authority. This trend has resulted in some severly disruptive episodes that are much more vicious and ominous than the unplanned, unorganized riots that have always been an occasional threat.

When the more legal approach has been used, it has lately meant that courts have begun to scrutinize very closely the management of prisoners and to dictate procedural safeguards.

The effect of all this trend has been to increase the sense of insecurity on the part of prison staffs and, in turn, to add to the militancy of employee organizations. It is hardly surprising. A prison guard gives some instruction or caution to an inmate and these days he can expect often to get in return a response that is obscenely defiant. The guard is deeply frustrated because his training gives him little help in knowing how to meet this challenge. In this situation it becomes very clear that we can no longer tolerate the autocratic administrative process that allows the guard no opportunity to participate in the management of the system that affects him so sharply.

The problem is just as severe, if not more so, for the prison school principal who is also searching for his proper role and recognition, but from outside the custody hierarchy. He faces a dilemma in the fact that his inmate students are peculiarly in need of a free swinging, innovative educational experience, at the same time that the school is subjected to the most conservative, traditional and inflexible of environments. A principal who is sensitive to the special needs of these students will want to give his teachers easy latitude to introduce novel approaches, to organize classroom presentations with flexibility as to method and scheduling. But he will be subject to severe constraints related to the inviolate rules for control.

The modern teacher in a prison classroom approaches his work with ambition to do much more than to teach conventional basic skills. He wants to convey an understanding of social issues and to help each student learn how to handle himself better in his social environment. But the class discussion on the subject soon gets into argument about all the injustices that these men see in the outside society, and then quickly moves to a gripe session about the prison and the custodiams and their rules. The teacher is suddenly caught in the midst of a turmoil that he has not been taught to handle. Here again, if the right answer is to be found, it must not be just a directive from the warden in the traditional manner, but it must come from a decision-making process that actively involves the teacher and other key staff in the prison.

Types of Decisions Reflect New Management Dilemmas

Just what kinds of decisions are made in a correctional institution that have implications for education? Actually a surprisingly wide range of decisions, in fact most of the policy decisions made in a prison, will affect education. For instance, the functioning of prison industries is getting new attention these days as legislators face increased prison budget requests resulting from reduced profits of prison industries. So there are many decisions to be made about the role of the prison industry and just what priorities it is to enjoy. What has this to do with education? Any prison school principal will recognize at once that if a profit-making industry operation has high priority, then a prisoner who needs education may be pulled away from academic opportunity to work in a shop and keep production going.

Very likely the day is coming rapidly when issues such as prison guard brutality will be mostly laid to rest, and instead the big issues will be whether or not we are doing the positive things to change and improve our clientele. This kind of issue is already a lively one in mental hospitals, for courts are beginning to doubt the right of the state to confine a patient in a hospital for treatment if in fact treatment is not truly given. How soon will we see ourselves challenged in our right to hold men or women in a correctional institution if we do not in fact offer a truly corrective program to each inmate?

So the making of educational management decisions starts with the decisions that must be made at high administrative levels of just what is the purpose of a prison. From there it goes on to involve any number of management decisions, and the following four issues might be typical of some of the more fundamental of these.

1. What priority will be given the educational program? The competition in respect to inmate assignments is often considerable, and particularly if an inmate is a good worker and is wanted somewhere else for this reason. It may become a clear test of the administration's commitment to education when that inmate's classification is being determined, for it takes real determination to decide in favor of the inmate's education in preference to economy of institutional operation. The administration's commitment to the value of education will be tested in various such ways, including also the willingness to pay wages to the inmate who chooses school instead of the shops.

2. What are the educational needs of the inmates? This is an area of decision-making that must be based upon some research data, combined with the resolution of a philosophical position. It is a matter of identifying the education needed by the particular inmate population in respect to the demands of the outside world to which they will return, and the gap between that and their actual achievement at the moment. But it it also a matter of deciding philosophically how far the educational program should go in teaching competence in social adjustment generally instead of basic skills only. This issue is reflected in the next two questions.

3. Is the academic classroom in prison to be used for enhancing self-understanding and social adjustment? A supplementary question might be, where does education stop and group therapy begin? This project on Adult Basic Education already seems to have answered this by the identification of such goals as self-realization and civic responsibility. But these ideas still have go gain the support of prison administrators who know that class discussions can start out on a theme of self-realization and quickly become frenetic discussions of the multitudinous grievances of disadvantaged groups -- particularly prisoners.

4. What emphasis will be put on vocational training? It may seem that this question is not of the fundamental quality to give it a place with the three preceding ones, but it has implications that make it very basic indeed. Vocational training is generally a popular idea, as it fits so well with our society's work ethic. In fact, it is not too difficult to get appropriations for the expensive equipment needed for most such training programs. But there is a slowly increasing realization that vocational skill without social maturity is not enough to prevent, or even reduce recidivism. Whether or not an unskilled prisoner is taught a trade, he must learn how to get along in personal relationships with a boss, with fellow workers, with his wife, with free-time associates. He must learn how to be responsible in handling his job and his financial affairs. He must know how and where to get legitimate help when he faces problems that are too difficult for his own resources.

But giving intensive help with the prisoner's social maturing process will be a difficult decision to make, for this is an activity that is less certainly seen as an academic function; it is much more difficult to accomplish than the teaching of objective vocational skills; and it has characteristics that are a little more threatening to the serenity of the institution. This is indicative of the kinds of decisions that will increasingly have to be made between corrections' administrators and their education personnel in the future.

Decision-Making Factors are Beyond the Institution

It might be well to go a step farther and consider the varieties and levels of decision makers that will be involved in this issue. It is by no means so simple as to say that these issues are to be settled just by a meeting of minds between the school principal and the warden. Of course, the warden's own philosophy may be the major single factor, especially if he is a forceful and decisive person. But we will be ineffective in our search for an improved philosophy base if we overlook the following additional factors.

1. The state director of corrections and his relationship with the warden. Does the warden get along well with the director and do they have similar philosophies? If they differ in viewpoints are they nevertheless respectful of each other, or do their differences keep them in a strained relationship? The authority of the director's office is often resented by the wardens.

2. The general political climate. Although the general public is grossly unaware of the nature of prison management, it nevertheless can react noisily to any prison problems that become visible. The public's attitude toward prisons will also be shaped by reaction to a current heinous crime by a parolee, or just by a rising crime rate coupled with publicity on a generous parole board. These currents of feeling have direct effects upon legislators and, in turn, upon prison management decisions.

3. Legislative attitudes. One clear and simple truth is that the warden may have the noblest of purposes in mind, but if the legislature

cannot or will not make the funds available, or pass required enabling legislation, the improved prison practices that everyone else wants will not be possible. Perhaps, the most obvious issue of this kind pertains to the possibility that priority will be given to prison industries over academic programs for the obvious and practical reason that industries may produce a profit. It is not enough for both the warden and the school principal to be agreed on giving priority to the academic program instead. The legislature also must be so very convinced as to find money to support this kind of priority, which is not necessarily a popular idea with their constituents.

Though the foregoing outside factors must be kept in mind, no matter what their impact the decision-making process must go on in the institution and it should, as far as possible, regularly include the warden, the director of industries, the associate warden for custody, the supervisor of treatment services, the school principal and, when discussing education issues, the teachers. Of course, this is a group which offers the potential of sharp divergence of views and minimal understanding of each other's concerns. Undoubtedly this has often discouraged the convening of such a group, though this actually gives greater urgency to the need for such joint effort.

The approach should be that the divergence of views is not necessarily a negative value, but is a condition that promotes lively exchange and more vital outcome. One of the country's best known management consultants (Myers, 1970) puts it this way.

> Accept conflicts as normal and work them through. Individuals differ uniquely from one another and will not agree on many things. An unproductive heritage left by the old school of "human relations" is the notion that people should strive for harmony at all costs. A good team (where mutual trust, mutual support and genuine communication are well established) accepts conflict as normal, natural and as an asset, since it is from conflict that most growth and innovation are derived. It is also worth noting that conflict resolution is a group process, and the notion that a manager can resolve a conflict between or among subordinates is a myth.*

Techniques and Benefits

Accepting the validity of this view, we need to move next to consideration of the techniques of effective decision-making among these people of divergent views. Specific aspects of technique will vary greatly from one staff and institution to another, but some of the basic elements such as the following should be common to most.

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* Myers, M. S. Every Employee a Manager. New York: McGraw-Hill, 1970. P. 27

1. Joint discussion of issues with all administrative personnel of the institution. It is not enough for just the warden and the school principal to discuss and agree. Inevitably decisions regarding the academic area will affect and be affected by the concepts and activities of other key people. It is essential that they too be part of the decision-making process and thus committed to cooperating with the program.

2. Issues must first be identified and accepted for serious consideration. This refers simply to the fact that this is not a unilateral process. The issues are not just those that the warden, or any other one person regards as important. Each person involved must accept as important whatever issues which the principal sees as important, and, by the same token, the principal must accept the urgency of issues that concern the others.

3. The school staff must have full opportunity for input. This may be more difficult to accomplish than might be expected in view of the military heritage in most prison situations. Just as the principal wants and needs to have the fullest opportunity to present his views and arguments, he must arrange for an equally systematic and complete contribution of viewpoints from his teachers.

4. Subordinate staff should have feedback from administrators. The points here is that it is not enough to be able to give one's fullest input in the decision-making process if the administrator listens, however attentively, but then announces his decision without giving rationale for it. The right of the administrator to make the final decision is undisputed, but he must know that it will be better accepted and implemented if the rationale for it is also fully shared.

5. There should be provision for reconsideration and revision of decisions at subsequent intervals. Administration of prison services is a vital, alive and changing process, and the best possible decision today will remain best only as it is occasionally reconsidered and refined as changing conditions require.

The most obvious benefit derived from a systematic decision-making process is the sense of purpose and sense of security with which everyone can get on with the job. To appreciate this more fully, we need only to consider the reverse situation; the schoolroom where the teacher is not entirely sure if he is pursuing the right goal; or maybe he himself is teaching with conviction but he still may not be sure that he has the support and cooperation of the key officials around him. Anyone who has had to teach in this context of uncertain support, lack of interest, and passive resistance can appreciate the great advantage there is in knowing that decisions have been made jointly, with resultant understanding and commitment by everyone.

There is one more benefit, a highly intangible one, but most meaningful, and that is job satisfaction. In teaching as in almost no other profession, effectiveness is dependent upon enthusiasm. A poorly trained teacher who loves children and greets each new class day with enthusiasm will be a far better teacher than one with impressive academic credentials but no spark of love for his students or his job. The technical term we use nowadays for this important ingredient is "job satisfaction", and one thing that contributes to it is the teacher's feelings of being a vital part of a systematic process of arriving at all the decisions that affect his work. We want teachers with spark; teachers who can give with enthusiasm, and so we must recognize that this quality is nurtured by a process that lets them help to shape the program in which they serve.

EDUCATIONAL MANAGEMENT DECISIONS
IN CORRECTIONAL SETTINGS

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Education is experiencing a value crisis from which it may emerge as a different institution. The future of the country and of the world depends upon the outcomes of education. Among the dimensions of the crisis is "To what extent and how should we be educating adults in correctional settings to adjust themselves to their environment and to what extent and how should we be educating them to adjust their environment to themselves." This isn't a matter entirely in the hands of correctional educators, for if inmates are sufficiently dissatisfied with the environment as they find it and cannot learn through some educational channel how to influence it, they will seek to make the necessary changes outside normal channels. If correctional settings cannot respond to the demand for change, the social structure of which the correctional settings are a part may become a target of revolutionary change.

Correctional education needs to generate more complex ideas of what education really is, differentiating it into many kinds of activities, processes and results. The contemporary notions of school, teacher and learner might be replaced by more useful concepts, depending on what we are willing to consider. It should be possible to develop learning environments and curricula that will increase the probability of achieving the potentially diverse educational objectives of the individual, school, the institution and society. But to do so we must do some work on the process of articulating what it is we are about as educators in corrections.

Identifying a Problem

Management decision making requires people to recognize a need for change, which involves informally identifying problems. Often in a correctional setting problems are not easily identified, so, searching for significant problems to which organizational attention should be turned needs to become an important task. To adequately search, of course, assumes that correctional institutions have broad institutional goals in education and specified objectives to be accomplished by education divisions therein. Let us examine several educational problems that exist in correctional education and general public education.

Education Enterprise

Education for the public is a 200 year old monopoly without any competitors and for the most part an irrelevant market. The consumer of education has had little if any choice for sovereignty. This has happened largely because public education has never been efficiency oriented nor is there any incentive to move in that direction. Schools are in-put rather than out-put oriented, without any liability for quality control. The rejects of our educational enterprise become the responsibility of welfare, correctional institutions and other agencies established by society.

Teachers get rewarded for teaching in our system regardless of student achievement, principals get rewarded for minimizing inconveniences and superintendents get rewarded for purchasing textbooks, bricks and mortar for the least amount of cost. Essentially what is referred to as "school management" is really "school keeping". School keeping might be identified with teacher pupil ratios and class attendance while school management could be identified with costs per unit of learning achievement.

Correctional education systems have been the mirror image of the elementary secondary school system. Why? In order to mirror the philosophy and implement an existing educational system we have to approve of the system as it exists in our society. Are our educational systems in corrections effective? If not, what do we have to do in order to make the existing educational system do what it does more efficiently? Management and personnel in corrections must perceive the education process in the institution to be "manageable".

Educational Personnel

If we are to realize the full potential of education in corrections we must think about the possibilities of ridding ourselves of the habits of hierarchy. People tend to think of inmates under teachers, teachers under administrators, administrators under other administrators and administrators under boards or governors. This phenomenon happens because we tend to identify education with schools, and schools with authority, and the authority in terms of hierarchal systems. This problem is exemplified in prison systems. There are innovative schools that have reduced the hierarchal concept; students and teachers forming coalitions to produce learning in a situation that does not either demand or tolerate hierarchy.

Educators in most correctional settings have been constantly reinforced in believing that they know something worth teaching someone. Some of the best theorists and philosophers have alluded to the fact that they are not sure anyone can teach any other person anything. George B. Leonard, author (Education and Ecstacy, 1968) says, "You can find no evidence that the teacher per se, helps learning; however, you can find much evidence that the teacher does harm to the learning process". Management decision makers in corrections must therefore begin to look at the role of educational personnel.

Educational Environments

The environment of the correctional institution is not conducive to learning, thinking or creativity. It is a jail. Its most basic conditions create a build up of resistance toward learning.

One of history's most notable misapplications of environment as a change agent came during the 30's. This was when reformers were convinced that all they had to do was provide the poor with clean housing as well as a decent wage and then sit back and wait for literature and art to flourish. Years ago reformers in corrections believed that providing vocational education, academic education and more humane living conditions would affect rehabilitation. Simply moving people to a better standard of housing, providing them with more of the personal necessities and placing them in close proximity with education would, in fact, produce change. Change didn't occur. The environment itself is not a change agent. However, the organism's interaction with that environment will produce change or learning.

Let's assume that there are two types of learning environments, one referred to as active and one referred to as passive. A passive educational setting could be a learning situation that is taking place in a classroom where the lesson is learning to drive an automobile. Anything that can be verbalized about the process of driving an automobile is trivial compared to what the car in motion tells the learner. The same example will apply to an active learning situation where the setting is the actual driving of an automobile. In this situation interaction is frequent, intense and quite often, novel. The example relates to learner behavior in an active environment and learner behavior in a passive environment. The question remains, how active are our correctional education environments, or should they be?

Can correctional institutions become effective learning environments? In most correctional institutions inmates are subjected to suppression of individualized modes of behavior due to administrative needs for set procedure. They are deparived of most of their personal possessions, their civil rights, their social status, their accustomes means of obtaining variour reinforcements, their privacy and individuality. These suppressions exist in order that administrators can deal with the inmate population more effectively. Policy and procedure manuals concerning inmate behavior and punishment for specific behaviors inhibit inmates from being very interactive individuals. The policy and procedure manuals are as voluminous as the New York telephone directory. Rules and regulations tend to stifle human behavior, consequently producing passive environments. No environment can strongly affect a person (change behavior) unless it is strongly interactive. A person changes only through learning and learning is always due to a response to our environment. In decision making the question might become "what is the educational environmental potential of a correctional setting?

The Decision Making Process

One of the most persistant and wide spread myths in American culture is the idea that a good decision maker is an instant decision maker. "He's an excellent counselor. Ask him a question and he gives you an answer.

Ask for something and he says 'Yes' or 'No'". In corrections there is a tendency to equate soundness of decisions with the length of time taken to respond. Some people can make decisions rapidly, some people prolong and procrastinate on decisions to a point of absurdity.

The process by which a person reaches a decision is probably the most crucial factor in determining the merit of final decision. Obviously, if the process is sound, the resulting decision is likely to be far better than if the process is faulty. Decision making should be a rational process based on reason, rather than an emotional reaction.

At this point it is vital to distinguish between making a decision and the decision making process - a distinction that is not made often enough. All one needs to do to make a decision is to have authority. A decision is not necessarily good, bad or indifferent. It does not require information, knowledge, expertise or accountability. Some of these may accompany the decision, but they are not prerequisites. The decision making process on the other hand is different from decision making, in that it requires that certain steps be followed. The steps may be followed in a rigid, self-conscious manner or they may be abbreviated so much that they are almost unconscious actions. But in either case, sound decisions are the result of a sound process.

The decision making process consists of the following distinct steps: (Pharis, Robinson and Walden, 1970)

1. Informal problem identification (Recognition of the need for decision).
2. Information gathering.
3. Problem identification.
4. Identification of alternatives for actions.
5. Alternative projection.
6. Decision selection.
7. Decision evaluation.

Informal Problem Identification

The first step in management decision making is the identification and recognition that a problem exists, even though at first management may not be able to define it accurately. It should be pointed out that the mere creation of an awareness of the need for a decision is a formidable task; many decision makers seem to prefer not to be made aware unless absolutely necessary. Management does not necessarily have much information when informally identifying a problem; rather in many instances a recognition of a problem is a "gut-level" feeling one gets about his organization. An example would be: top administration in a correctional setting could, through prison grapevines of information, continually get in-put from inmates and other staff concerning the ineffective education program operating within the institution. The information is simply heresay; however, if one receives enough in-put this identifies at least, a problem.

Information Gathering

The second step in decision making is to secure information directly related to the informally identified problem. The rationale for information gathering, as it relates to informal problem identification, is to minimize the possibility of attacking a symptom of the problem and not the problem itself. Educational management decision makers might gather the following information to help clearly identify the problems:

1. The past, present and expected future states of the organization. (where we have been, where are we, where are we going?)

2. The specific objectives to be achieved by the organization. (where are we supposed to go?)

3. Appraisal of relevant information with due respect for the philosophies, purposes, priorities, policies and policy relations of educational organization.

As management decision makers attempt to secure related information for problem identification, they may have to analyze, evaluate and interpret vast quantities of information in order to provide a firm basis for specifically identifying our problems.

Problem Identification

The third step in the decision making process is problem identification. It should be obvious that solving a problem requires that you know specifically what the problem is. However, all too often, if we have not gathered relevant information, the first attempt to solve the problem fails, and we solve the symptom or attack the problem without knowing fully what it is.

If we have specifically identified a management problem then we can assume we have prescribed the boundaries within which we will seek solution. Only be defining and re-defining a problem and securing and utilizing as much information as possible can we be sure to identify the most basic and fundamental management problems.

Identification of Alternatives for Action/Alternative Projection

The next two steps in the decision making process are identification of alternatives for action and alternative projections. Identification of alternatives assumes we have identified the problem and, as managers, are confronted with a number of different specified alternative courses of action. Alternative projection follows and it requires that each identified alternative for action is followed by "if I take this alternative, what will be the probable consequence?"

The work of Cyert, Simmon and Truel (1956) is instructive in this area of consideration. They described the rational choice process as:

1. An individual is confronted with a number of different, specified alternative courses of action prior to making a decision.

2. To each of these alternatives is attached a set of consequences that will ensue if the alternative is chosen.

3. The individual has a system of preferences that permit him to rank all sets of consequences according to preference and then chose the alternative that has the preferred consequence.

The above rational choice porcess is cited because it is related to business decisions, and the criterion for ranking its set of consequences is generally assumed to be profit. However, if we try to use this framework to describe what happens in correctional settings or how we go about making choices in the real world, we need to corporate several elements in our rational choice processes that are missing in the above economic model. They are:

1. We must recognize that in many cases the alternatives are not usually given but must be sought. It is necessary to include a search for alternatives as an important part of the process.

2. The information as to what consequences are attached to what alternatives is seldom given, but instead a search for consequences is another important segment of the decision making task.

3. The comparisons among alternatives are not usually made in terms of simple, single criterion (like profit); in place of searching for the best alternative the decision maker is usually concerned with finding a satisfactory alternative, one that will attain a specified goal and at the same time satisfy a number of auxiliary conditions. This is especially true in educational management in correctional settings. Top educational management may identify and project alternatives, but not choose the best alternative. The best alternative might cause tremendous turmoil in the correctional setting. In business and industry if one were to ask employees what the major objective of that organization was, you would likely get a different answer from each employee. Consequently, correctional institutions are not as effective, in terms of decision making, as are private businesses.

Decision Selection

The decision selection process is the end product of decision making. It involves the selection of an alternative course and/or method of action. The process of decision selection involves a conscious choice or selection of a one behavioral alternative from among a group of two or more behavioral alternatives. The individual must exercise a choice between alternatives, that is, make a decision.

Decision Evaluation

The evaluation of decision selection should be discussed in terms of choice-consequence relationships (decision - results of the decision) using some acceptable criterion. If management in correctional settings have education goals to be accomplished and the management decisions affect the educational goals, the criteria for evaluation of choice-consequence relationships can be derived from desired benefits, outcomes, results, activities, out-puts and states of performance as they relate to the specific objective and goals set forth by the institution. The decision act which decides the course of action to be taken can then be judged accordingly.

Types of Decisions

Three levels of decisions have been identified (Culbertson, Jacobson and Reller, 1960). The levels of decision are classified as:

A level one decision involves very simple decisions made several times during a day by every individual. They are very closely related to habit and are not lengthy, consciously-thought processes. A teacher meets the class at 1:10, five days per week. He must be at the school at 1:10, ready to meet for that class. There is very little thought given to meeting the 1:10 class; however, it is a decision he must make. For the individual who makes a level one decision there is usually only one alternative in the decision, and the decision is made very rapidly.

A level two decision is a choice made that follows an established institutional rule or regulation. A decision maker does not have to rely on selection of alternative or choice-consequence relationships because he is able to parallel his decision with a rule or regulation.

A level three decision is a decision that is made in the absence of any specified policy or prescribed procedure. In this level of decision making one can find procrastination, hesitancy and reluctance. Decision making becomes difficult in the absence of rules or regulations. The decision making process and the distinct steps of that process become of utmost importance when level three (independent) decisions are made. There are not many level three decisions made in correctional settings because the nature of the bureaucratic structure is to not reward people who are innovative and in many instances level three decisions are not conducive to self preservation.

Level one and level two decisions can do no more than maintain the status quo. People making level one and level two decisions recognize authority, power, rules and regulations, and make decisions accordingly. If correctional education is to be a viable change agent in education, level three decisions will have to be made.

Decision Making Structure

One thing we cannot overlook is the decision making structure as distinguished from the decision making process. Existing framework for educational decision making in the United States consists of two basic elements - the legal and the extra-legal (Pharis, Robinson, Walden, 1970), state and local levels who exercise constitutional, statutory and judicial authority in regard to education. The extra-legal is composed of those persons, groups and organizations which are not part of the formal, legal organization but which do have sufficient impact on the legal framework to influence decision making processes. The two systems are inter-dependent. It seems that modification of any of these systems affects the other. An example would be an inmate riot with one of the grievances being better education programs and facilities. The rioters damage properties and in essence damage enough state property that governmental bodies will exercise some authority in regard to education.

The structure for educational decision making in the United States is being strained by rapid and sometimes violent currents of social change. The entire process is under attack from several different directions -- teachers, minority groups, students and political activists of the left and the right. People who have traditionally had little or no voice in decision making are stating "We will be heard!" Inmates are no exception. All inmate populations need to do is look at the past and they will realize that most of the significant changes (decisions) that have occured in corrections during the past 20 years have been brought about by some form of inmate pressure or dissatisfaction.

The current political decision making structure, the legal framework is under fire for its failure to respond to society's changing needs. More specifically, some groups - minority groups, political activists - charge that governmental bodies with legal authority to make decisions do not respond to relevant societal needs. Some critics find little or nothing in the current decision making process to satisfy them and would recommend dismantling the present structure completely, and creating a new framework. Obviously, many of society's needs have not been met and some groups have been entirely ignored in the decision making. However, the question of the inadequacy of the decision making process is probably debatable.

To produce a better framework, educators and laymen alike must address themselves to basic questions. Among these questions are the following?

1. How does the present legal structure operate?

2. What extra-legal groups affect decision making?

3. What are the strengths and weaknesses of the existing decision making process?

4. If the framework is actually not meeting society's needs, how can it be modified or re-built to make it applicable to today's and tomorrow's society?

5. Which individuals and groups should be granted legal authority to make educational decisions?

6. Which individuals and groups should be included in the decision making process on a formal but not necessarily legal basis?

7. At which level should various educational decisions be made?

Conclusion

At any level of the correctional education enterprises, designing the kind of education we want and ought to have is a difficult task, but not an impossible one. Nor is it particularly hard to reach some decision about what ought to be done. But actually getting the action without change is simply a meaningless cliche. This is part of our problem. We want action; but we do not want change. There has to be built some way in which we are able to get change disseminated, adopted and adapted into educational settings in corrections without chaos.

If correctional education is important and the process of its evolution is important, then that importance can be directly parallel to its decision processes. Interest in those processes would not be urgent, however, unless there were some indication that they needed improving, that the means for improving them are available and that the consequences of not improving them are intolerable.

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EDUCATIONAL MANAGEMENT DECISIONS IN CORRECTIONAL SETTINGS

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Administrators, whether they work in the public or private sector of our economy, face the responsibility of making decisions. Decision making, like many other processes such as communicating, evaluating, and organization is common to virtually all administrative positions which are typically found within our institutional framework. To understand the process is important, just as it is important to understand the content with which a decision is involved. Since decision making is common to all administration, it is only logical that the more we understand about the decision making process, the more likely we are to utilize and employ it with the greatest amount of skill and understanding.

There is a traditional or common model for decision making in our culture which identifies various components. The first step is the identification, recognition, or definition of a problem or need. Once the need or problem is determined, the second step is to list all possible alternatives or solutions. The third and final step is to select one of the available alternatives, and presto, like the good fairy who grants three wishes, the problem is solved. This model is, in reality, a gross over-simplification of the process. There are a host of influences which are brought to bear upon this model which tend to mask its simplicity and compound it with various incumberances. When considering the numerous variables involved in the decision making process, it becomes very clear that the process is not a simple one.

Types of Decisions and the Setting

Types of Decisions. Three levels or types of decisions have been identified (Culbertson, Jacobson, & Reller, 1960). The first level of decision making involves the typical individual who will make innumerable decisons each day, many of which are more closely related to habit than to conscious deliveration. When a man gets ready to back his car out of a garage, he actually makes numerous decisions: open the garage door, look around the car for toys, get in the car, fasten seat belt, close door .... Most of the decisions made at this level are so engrained in habit that they require very little conscious thought. The second type of decision is an executive choice which is made within the bureaucratic framework of the institution and which will follow established policy or practice. These decisions are generally made with an awareness of the rules which apply to a given situation and with consideration given to the dependency on power and authority. If, for example, an inmate were to request permission to take a correspondence course for college credit, this decision will typically be made on the basis of previously determined policy and procedures. The third level of decision is that which is made in the absence of policies or previously prescribed procedures. At this level, one often finds administrators within a bureaucratic organization, such as a school system, a state highway department, or a state prison system, very reluctant to make an independent decision. The system does not reward bureaucratic adminstrators for making such independent decisions; in fact, the reverse is generally true so that to a large degree initiative is discouraged.

The setting in which decisions are made is an important factor to consider. In our complex society, there is need to recognize the dependency of decisions upon other elements of the culture. In the frontier culture when a housewife wanted to dispose of garbage or trash, there was no concern given when she stepped away from her cabin door and "gave the trash a heave." Quite obviously, modern housewives in an urban setting cannot be permitted the same garbage disposal techniques used by the frontier housewife. As our society becomes more complex, the decision making process becomes more complex with increased awareness required regarding the dependence of decisions to the cultural setting.

The collective voice of our people, complex and diverse as it is, has been recognized as a basic and most powerful influence in the entire range of decisions which is made. Retired law enforcement officers can remember the Prohibition Days when the sale of all alchoholic beverages was illegal. Legislators and law enforcement personnel were confronted with an impossible task because the people as a whole were not in agreement with Prohibition. This historic experience has demonstrated that the people, which form the base to our decision making process constitute the most powerful influence and government must operate within the level of acceptance established by the populace. The cultural direction (decision) provides the framework within which the legislative process (decision) functions.

Institutions have been established by government to serve the needs of the people. Institutions such as mental hospitals, prisons, and schools operate as bureaucracies within the framework of the law with certain prescribed limits which have been tested in the courts and which are dependent upon financial controls familiar to all administrators who work in such institutions. Public service institutions have not typically set their own direction or established their own purpose and goals. While there have been outstanding and noted leaders in these institutions who have provided expectional leadership and brought about significant changes in most instances it can be argued that these changes had to wait until the public became aware of the need for change and was willing to provide needed financial support. The primary effort of administrators who have been charged with the responsibility of directing public institutions has been to operate these organizations efficiently within the limits of their bureaucratic framework and not to try to change the major direction or purpose which the institution was designed to serve.

Policies are established within the institutions which must comply with the law and which are intended to facilitate the purpose of the organization. In most instances, policies are created by boards of directors or advisors who are charged with no administrative responsibilities. From policy decisions, the administrator independently, or through staff involvement and group processes, is able to develop administrative regulations. Within the administrative regulations, members of the administrative staff make their decisions which are consistent with the policies and laws of the state.

The importance of power in organizations is a consideration which has significant bearing upon decision making. The person new to an administrative position within a bureaucracy is successful, as ultimately measured by the criterion of advancement within the organization, only as long as he understands how to move with the flow of the current created by the power structure. Power structures are complex at times and have many facets and sub-parts. Still another characteristic of power structures is the changing nature which they demonstrate. The changes of the power structure created by the people is often reflected by the changing faces of persons in public office. Within the institutions and their bureaucratic framework, power structures may change as a result of changing boards of directors or changes in top administrative positions. However, the power structure is often more subtly disguised and rests in the hands of an individual who is not assigned to a high administrative post. Such an individual will generally possess a keen understanding of the way the system works and will have developed a set of loyal associates in high places and a pipeline of communication which gets information to him from all key areas of the organization. Unless an administrator understands the power structure and gains sufficient respect to develop a satisfactory working relationship, he may find decisions he considers important or crucial being reversed or ignored (See Diagram A).

Decision Making Model

The decision making model, as mentioned previously, is often considered as a very simple, three-step process. Some of the considerations which have been omitted from the simple decision making model are: (1) the importance of communications, (2) the psychology of the individual, (3) value systems, (4) bureaucratic limitations, and (5) cultural setting. Quite often these compounding factors are elusive or seem to avoid clear definitions.

A brief consideration of the components of the simple decision making model may be warranted before considering the compounding factors. The definition of the issue, question, or problem is sometimes so obvious it is overlooked. A person can be so engrossed in trying to design a complex solution that he fails to analyze the problem sufficiently to realize it may be a very simple one or in some case actually no problem at all. In other situations the problem may turn out to be entirely different than that which was originally perceived (See Diagram B).

DIAGRAM A

The Movement of Authority in Decision-Making

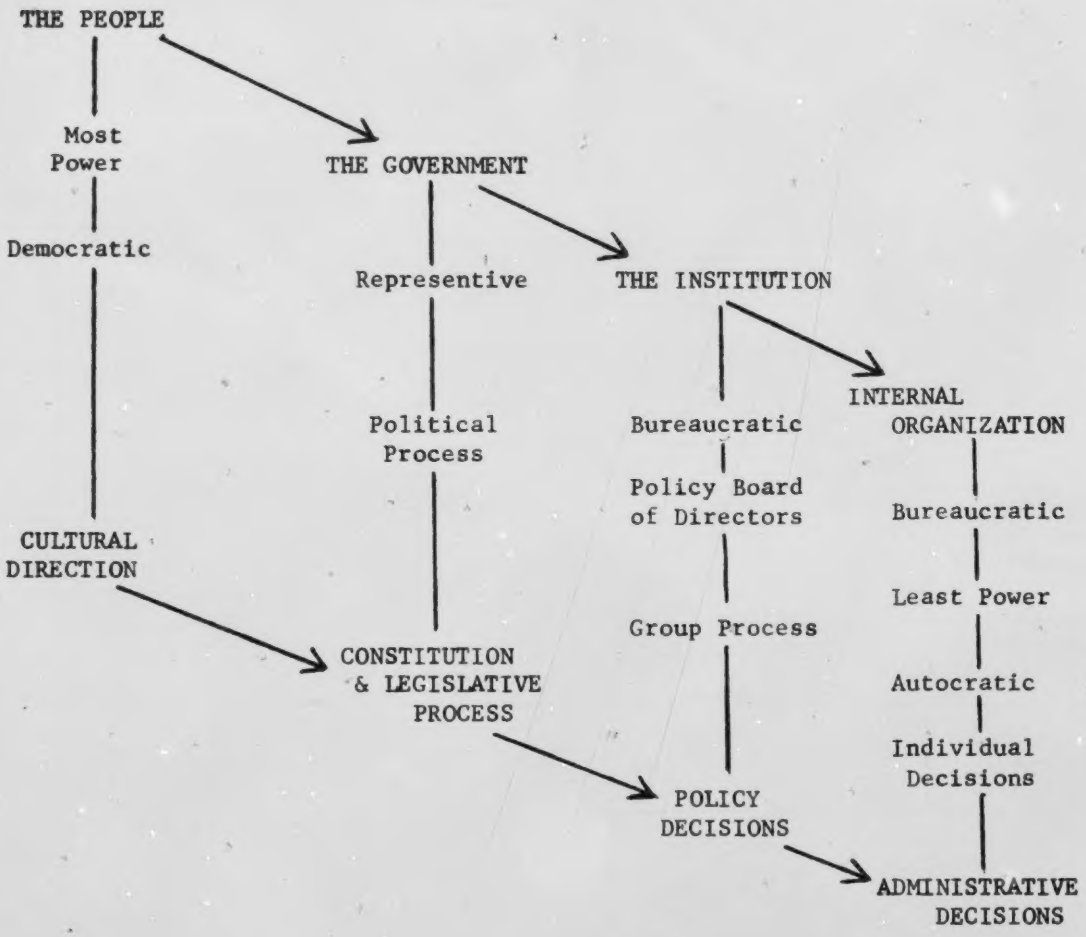
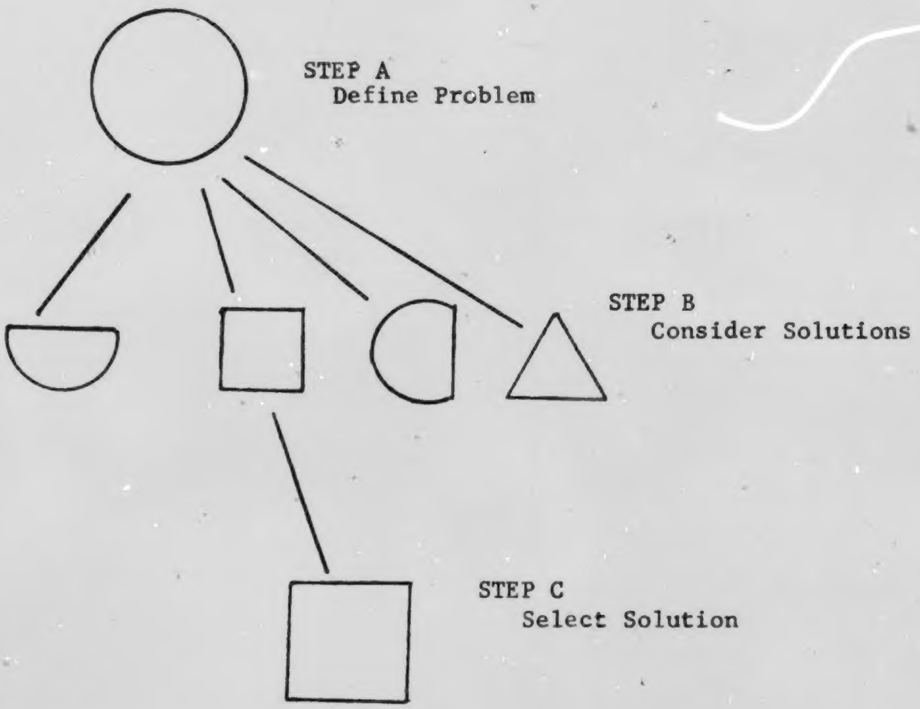

THE PEOPLE
Most Power
Democratic
CULTURAL DIRECTION
THE GOVERNMENT
Representive
Political Process
CONSTITUTION & LEGISLATIVE PROCESS
THE INSTITUTION
Bureaucratic
Policy Board of Directors
Group Process
POLICY DECISIONS
INTERNAL ORGANIZATION
Bureaucratic
Least Power
Autocratic
Individual Decisions
ADMINISTRATIVE DECISIONS

DIAGRAM B

Simple Decision-Making Model


STEP A
Define Problem
STEP B
Consider Solutions
STEP C
Select Solution

The identification of alternative solutions to solve a problem, like the identification of the problem itself, is often given too little consideration. Obviously, the more carefully the alternatives are chosen, the more likelihood will exist for an adequate and appropriate solution. The solutions can never be better than the best alternative. There are times when alternatives which are listed are in fact not alternatives at all when considering solutions; i.e., if a student is not progressing satisfactorily one might suggest assigning him to another teacher. This would be an alternative only as long as another qualified teacher was available. Consultation is sometimes very appropriate when considering alternate solutions. Quite often another person can think of solutions which may give an entirely new or better potential solution or others may be able to identify potential dangers or negative results in alternative solutions previously suggested. The seeking and bringing together of as much information as possible is important toward arriving at the best possible solution on the one hand and the avoidance of unnecessary repercussions or future problems on the other hand.

The selection of the best possible alternative solution, which is the third step in the simple model, does not necessarily mean the decision maker will be happy with the solution. Of the various alternative solutions which are available there may be none which are completely satisfactory, so that the decision maker is faced, in such instances, with selecting the least of the evils. This is the situation confronting the voter at election time when in his judgment neither candidate is competent. Once the decision is made, however, there is nothing to be gained by reconsidering or second guessing. If all possible information was reviewd and the best judgment applied, there is little or no value in staying awake at night worrying about whether or not the right decision was made. Only if additional information becomes available is there any potential value in reconsidering a decision when additional information becomes available, it may become incumbent upon the decision maker to reconsider.

The communications process is one which relates to decision making. Communications span the various components of the decision making process, from the time the problem is communicated to the decision maker until the communication of the final decision to those involved. An important consideration is the fact that not all information can be communicated to all persons involved. This is in turn compounded by the fact that not all persons will receive the communications with identical meaning. Each individual will perceive a situation on the basis of his own background of experiences and his ability to perceive. A report may be sent indicating that "Joe has been involved with a disturbance in the library." One recipeint of this information may respond by saying, "Joe is always in trouble--we'll have to keep him out of the library." Another person might react by saying, "That librarian antagonizes people, it is surprising we don't have more outbursts in the library. We'll have to get a different librarian." Perceptions can be so different that individuals respond to communications in such a way a single situation is actually identified as different problems.

An administrator's ability to relate to others has an influence on the information that is communicated. Some people find the informal flow of communications the most dominant and enlightening while others are forced to rely more on formal communications and meetings. The more competent decision maker usually gleans information from a variety of sources and at the same time understands the power base and underlying motives of those from whom he gets his information.

Many hidden agendas, which stem from the administrators ego, fears, and aspirations, enter the decision making process. Personnel working in a bureaucracy learn very quickly the nature of the reward system. The setting of the bureaucracy coupled with psychological considerations of the decision maker and the fact that humans are capable of rationalizations, makes it difficult to maintain complete objectivity in the decision making process. It takes a rare individual to be able to remove self-interests from decision making. When an administrator demonstrates the ability to do that which he is convinced is right, even if it causes him personal discomfort and anguish or when it may go counter to the wishes of his immediate superior, he is said to be operating from a base of principles rather than expedience. The distinction between decisions based on principles versus expedience is an important one for each individual to understand and to internalize into his own behavior. Our concerns, as manifest in our ego, our fears and our personal aspirations, can entice us into rationalizations which permit us the dubious privilege of selecting the most expeditious decision in preference to one which would be a reflection of principle. Every administrator needs to recognize the fact that human interests can cloud issues.

Value systems are closely associated with the way we communicate and with our ability to avoid the pitfalls accompanied with succumbing to interests when making decisions. In simple cultures, value systems generally demonstrate rather definite and clearly defined parameters. In complex, pluralistic societies, such our own, it is hard to identify absolutes. The lack of absolutes results in confusion and conflict on the one hand and provides greater flexibility and latitude of expression and action on the other. When persons of our middle socio-economic stratification view the behavior of individuals from the lower-lower socio-economic statums, they generally express shock or surprise during early encounters. Persons from the lower-middle or upper-middle socio-economic strata have equal difficulty understanding the behavior of individuals in the upper-upper socio-economic stratification. Upper-upper class behavior cannot be adequately measured by middle class standards. Ultimately, socio-economic stratification and the accompanying value system enters into the decision making process.

Collective values, as expressed by the populace, like those expressed by individuals, have a bearing upon the decision making process. While most citizens will express the view that correctional institutions should be concerned with the rehabilitation of inmates, the collective value of the public actually demonstrate little concern, or disinterest concerning the educational needs in state correctional institutions. In a study by Dinse (1970) it was reported that, "Approximately two-thirds of the institution...use money budgeted for other purposes to operate the educational program of the institution (p. 42)." Dinse went on to say, "Institutional educators need to find out why legislators are reluctant to appropriate adequate funds for educational programs in the state's correctional institutions (pp. 42-43)." Through this illustration it becomes clear that the values of the public as expressed by its collective action does not give adequate support to educational programs in correctional institutions. As a result of inadequate educational funds the administrators of these institutions are forced to make decisions which place them in a position of using funds for education actually appropriated for other purposes.

Bureaucratic limitations of several kinds influence the decision making process. The policy development system, in which elected officials are charged with broad duties, is actually very appropriate in our culture and if given adequate professional advice and leadership will generally function in an appropriate manner. While the development of policy through a board provides important safeguards and vital involvement from a representative base, it does require a considerable amount of time. The process and the time ultimately effect the decisions made by administrators.

Bureaucratic procedures, which stem from established policies, have an important influence upon the decision making process. Since procedures are often dependent upon policy, and policy change is generally a slow and ponderous process, procedures tend to complement the status quo as they abide within policy and legal boundaries. The checks and balances within the bureaucracy tend to generate paper work--more affectionately known as red tape--which is extremely demanding upon the time of the administrator. The administrator who ignores the paper work will sooner or later be subject to one form or another of negative reinforcement from the reward system of the organization. It consequently becomes incumbent upon the administrator to make those decisions which comply with the policies and procedures of the bureaucracy.

Many administrators fall into the practice of making those decisions they feel are most conducive to self-preservation. The internal reward system tends to further such decision making behavior in many instances. "Keep your nose clean and don't rock the boat," is one well-known motto. Another self-preservation technique is "Never sign anything--always have a subordinate sign the voucher," and in this way decisions are made which tend to protect the administrator--but which result in job security with minimal salary.

The quality of decisions is affected by the Peter Principle, which simply stated says that an individual who demonstrates he is competent and able in a given position is promoted until he reaches a position he is not capable of handling. Once he reaches the position he is no longer able to adequately cope with, he is at his level of incompetence. Upon reaching his level of incompetence, he gets no more promotions and remains there until retirement. The Peter Principle affects decisions in various ways (Peter and Hull, 1969). Obviously, when a person is forced to function at his level of incompetence, he will not be making the quality decisions necessary. Others who work in subordinate positions to that occupied by the incompetent person will feed the negative effects and will in turn make decisions which tend to circumvent or compensate for their incompetent superior.

Organizational and cultural considerations blend together in various ways to affect the decision making process. Tradition often prescribes or legal requirements may dictate. The length of time an administrator spends in a given position is still another influence upon the decision making process. The longer an administrator remains in an organization, the more he accepts and becomes tuned to be in harmony with the existing procedures and the less apt he is to foster changes or improvements.

The necessity of sound judgment in making decisions can scarcely be over stressed. Judgment is, however, an elusive quality which is hard to define and even more difficult to transmit. Most assuredly, the administrator who is emotionally mature and secure and who is capable of working from a base of sound principles, will generally demonstrate sound judgment and be less inclined to rash, emotional behavior. One measure of an administrator's judgment is his ability to distinguish between mountains and mole hills. The novice administrator who becomes emotionally involved and lets his ego be threatened is apt to make the mistake of viewing a minor incident as a major problem. It generally takes all the energy and mental agility an administrator can muster to deal with the major issues. If he charges at windmills, he will seldom find the resources necessary to victory over the key issues.

Various information gathering, classification and retrieval techniques are becoming available to assist in the decision making process. Persons in charge of educational programs in correctional institutions need to develop a research attitude. All available information needs to be studied when making decisions about program development. As programs are initiated, plans for evaluating those programs need to be implemented. Once the administrator of educational programs recognizes the importance of defining the goals, reviewing all possible background and resource data, establishing procedures, implementing the program, and evaluating the results, he will find his decision will demonstrate sounder judgment.

The Importance of Leadership

The role of leadership cannot be minimized when examining decision making. One may be inclined, when reviewing the limiting factors which encumber and compound the decision making model, to gain a sense of futility. A feeling of despair is warranted only for the administrator who has reached his level of incompetence or who lacks the honest drive to achieve those goals which he has identified and which are compatible with the needs of the institution he services. The importance of leadership can never be over emphasized.

One of the keys to developing quality leadership in decision making is found in an understanding of when the group process should be used to make decisions and when decisions should be made on an individual basis. The staff of an organization will generally be much more supportive when it is actively and realistically involved in the decisions that affect it. Some administrators make a serious mistake when they assume they cannot afford to take the time to involve their staff in decisions. It is a false economy of time not to involve the staff. It has been very clearly demonstrated through various group processes that there are certain types of decisions which can be made with much greater assurance of being "right" when the group is involved. It is much more prudent to take time to involve the group and come to a sound decision than it is to act in isolation and produce an inappropriate decision. When questions which affect the entire group arise, when policies which will involve a considerable span of time are to be considered, when questions of staff marole are involved, or when a sense of direction is being sought, the group should be involved.

Once the group has arrived at a goal, a policy, or a procedural system, it is the responsibility of the administrator to carry out such a mandate. If a staff has determined that a given policy shall be established and that policy is in compliance with the law, it is incumbent upon the administrator to see that all members of the organization comply with the policy. At such times, the administrator may stand alone, for it is not appropriate to go to the staff and vote on whether a given member shall be required to comply with the established policy.

Conclusion

The administrator deals with many kinds of decisions. These decisions range from simple to complex and are made within an institutional framework. The institutional bureaucracy grows from the people through the governmental system and resides within a complex society.

The decision making model, often considered as containing three simple steps: identification of the problem, listing various alternatives, and selecting the best alternative, is not complete until a wide range of compounding factors is considered. Factors which compound the decision making model are communication patterns, self-interests, the value structure, and bureaucratic limitations.

The quality of leadership which employs the decision making model is probably the most important single ingredient. Leadership will provide the judgment, help in identifying and clarifying goals, enlist staff and provide for facilitating the development of staff and program. Quality decisions come from quality leaders.

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MATERIALS AND TECHNOLOGY FOR ADULT BASIC EDUCATION IN CORRECTIONS

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Gertrude Stein once remarked that the United States was the oldest country in the world on the grounds that it has been industrialized longer than any other country.

Among the salient manifestations of this advanced industrialized condition is the extent to which we rely upon communications media and advanced media technology in our daily lives. We reach approximately 95 percent of all Americans with television and almost 100 percent with radio. Newspapers and magazines are widely read. Tape recorders and stereo record players are common household items. Billboards abound.

We are a nation of communications dependents. Especially the electronic communications media.

Americans have long been aware of the importance of radio and television in their lives. Few, however, realize that an event of profound importance has recently occurred in this country. For the first time in our history Americans now get more information from broadcast than print media.

At the very time broadcast media specialists are trying to react intelligently to this important event, a new technological development promises to give broadcast media an even greater communications potential. Video cassettes are almost upon us.

The video cassette will free television and film from the constraints of conventional presentation. They will enable mass media to truly move into the field of individual instruction.

Last October 16 Life Magazine predicted that the impact of the video cassette upon "American viewing habits and life styles may be greater than anything since the advent of television itself."

Television Radio Age (November 2, 1970) promised that in just three to four years playback equipment would be available for about $100 and that for just $2.00 video tape cassettes could be rented on almost any subject the heart might desire.

At the present time no media is being developed more extensively and intensively than the video cassette. Commercial manufacturers are about to introduce a variety of cassette player-recorders, and are feverishly seeking software to satisfy the immense programmatic hunger of this new medium.

Video cassettes should be a boon to all continuing education programs in the future. And, most certainly, even more sophisticated and meaningful systems will be developed in coming years.

Against this backdrop of great potential and frenzied commercial activity, one must ask what is being done by educators to insure the full educational use of the video cassette. Are we prepared for this revolution? How well are we using any of the mass media available now?

Immediately available to us in many correctional institutions are a broad range of media useful to adult basic education and continuing education. Television, radio, closed circuit speaker systems, telephones, record players, slide and film projectors, teaching machines, and internal newspapers and magazines can be found in many settings. The hardware is there. However, we have done a pretty poor job of using it.

Our complex industrial civilization has generated extraordinary and unprecedented demands for educational institutions and systems. For a variety of reasons, conventional institutions and systems have not been able to delivery their fruits to enough people in an effective way. A recent realization of this fact is found in the final report dated November 1970 of the Wisconsin Governor's Commission on Education chaired by Mr. William R. Kellett. Kellett's Report recommended that an "open school" be established to meet existing unfulfilled educational needs of the people throughout the State of Wisconsin by utilizing educational technology such as the video cassette, cable television and other promising methods. The Kellett Report called attention to the fact that "there has been an explosion in the development of educational technologies--within the private sector, as well as within our institutions--to an extent that makes it not economical to begin employing them, but exceedingly wasteful not to."

Among the many contributions mass media can make, none is more appropriate or in need of immediate attention than adult continuing education. It is no accident that continuing education for adults was selected as the primary thrust of the Kellett Report's "open school." The availability of mass media hardware and the presence of growing adult education needs can and should produce a "communiversity" capable of serving these needs. But the simple existence of a need for greater reliance upon mass media in no way guarantees ultimate delivery of educational opportunities to those who need them most.

Today several factors have combined to prevent more rapid educational utilization of mass media:

- One is the sheer complexity of current and projected media systems.
- A second is a function of the first, that is, the high cost of basic hardware and software production.

* A third factor is the lack of highly specialized experts trained in the creative and effective educational use of this equipment.

* A fourth is the failure to conduct adequate research in the educational applications of the new technology.

* A fifth is the lack of communication between those parties whose cooperation is essential if the potential of mass media is to be realized. Unfortunate though this lack of communication has been, it is not entirely surprising. Educators seldom have adequate communications expertise while professional communicators seldom know much about education.

* Another factor, and possibly the most alarming, is the reliance of many educators on outdated traditional learning systems.

Clearly, the utilization of mass media as a means of meeting unfulfilled educational needs throughout the state and nation cannot be achieved until these obstacles are overcome. Equally clear is the fact that the stakes are entirely too high to permit these obstacles to prevent more effective utilization of the new technology.

And yet there is no closely knit, technically superior, and academically sound institutional setting that offers educators and communicators the framework, under one roof, to develop and test new educational media methods and systems.

In fact, educational institutions are abdicating this traditional research and developmental responsibility in favor of commercial companies. Unfortunately, the profit motive does not always insure the best approach to solving pressing educational problems. If we are to effectively utilize new hardware such as cassettes, or if we are to better use existing systems, we must first establish the necessary research and demonstration capability to develop and test new approaches.

So much for the present state of the art. At best, things are bleak. We have really done a very poor job of utilizing to full advantage those systems we now have available--and we are hardly prepared to handle new systems as they are introduced.

In adult basic education we are not yet crawling insofar as our use of technology is concerned. We are so steeped in traditional methodology and technique that our effectiveness is very seriously questioned by both the public and the establishment.

Admittedly, there are a few good ABE materials available--but so few we should be ashamed. Survey the print media field. We still depend upon elementary and secondary level retreads and standards. Design concepts are juvenile--so called "real life" situations are so contrived as to be amusing.

Find one specially prepared TV or radio series you could use in your internal distribution system to advantage. There are none.

Programmed ABE instructional systems are rapidly losing favor--they do no better job of motivating and interesting participants than the retread printed materials have done.

Technologically we have missed the boat.

A pretty negative picture has been painted so far. Is there a way out? Can we create new learning systems that embrace the use of modern technology and media?

Yes, if we are ready to consider revising some of our most cherished philosophical theories regarding adult basic education. We cannot divorce our discussion of media, materials, and technology from our basic philosophical concepts.

Toward a New ABE Philosophy

For years, despite our noises to the contrary, we have been perpetuating a false notion that adults learn in the same manner as do children. This notion has been compounded by subjecting adults to the same learning strategies and materials as are children. As a result adults are disillusioned in formal education. Moreover they are dropping out of basic education classes by the droves. The present dropout rate in adult programs is around 60 percent.

To justify this enormous exodus we are told that adult dropouts lack the ability to use the formal educational materials, or they simply lack motivation to engage in educational activities.

The truth of the matter is that adult learners are bored and demeaned by an outmoded education process that requires them to move through a system of year-grade progression.

Inherent in the year-grade progression is the process of content scope and sequence. This simply implies that concepts in communication and computation skills are taught sequentially, requiring prerequisite concepts to be learned before more difficult concepts are introduced.

In short, learners are committed to work through the program from beginning to end. There is little or no opportunity for the adult to exit or omit a step in the scope and sequence path if he understands the material. There is less opportunity for the adult learner to choose the specific content of his interest. Our new ABE philosophy must help eliminate some of these major barriers that thwart adult interest and progress in self-development.

Traditionally we have, in adult basic education, as a first objective in most courses, specified mastering of the basic education skills of reading, writing, spelling, and computation.

Then, as these skills are mastered, coping skills...living skills... are taught with the newly acquired basic skills serving as the springboard toward life skill improvement.

There are few adults who want to master anything, let alone basic education skills.

We have unwittingly overlooked, or worse, minimized the contribution of adult education to deal with social change. Traditionally there has been overemphasis on method of education and degree of learner involvement instead of focusing on social issues and problems.

While literacy skills must be a major concern, we also must recognize them for what they are--tools to assist adults to cope with living processes. Through trial and error, success and failure, the cogency of Horace Mann's maxim, "Education, if it is to teach us anything, must teach us how to live," makes an impression. A curriculum exclusively concerned with developmental skills presented in a conventional school setting will not attract and hold mature adults who have been "turned off" by this traditional stance of education during their childhood. The sour memory of past failures, of earlier frustrations, of former humiliations, cannot be erased by offering the same package in a slightly different wrapping.

Some adult educators have recently proposed coping skills as essential first ingredients to the construction of a tenable basic education program. Such skills as:

1. Helping the individual understand and cope with the demands of the world of work, so that he can increase his chances of becoming employable.
2. Helping the individual understand the duties and responsibilities, as well as the privileges, of citizenship.
3. Helping the individual develop a new self-image, and make sound judgments in his roles as parent, worker, consumer and citizenship.
4. Helping the individual become a more effective member of a family unit.
5. Helping the individual use his leisure time for a richer, more satisfying life. (Ulmer, 1969)

Reading, writing, and computation then become useful tools in achieving these goals...not just ends in themselves.

These objectives, among others, obviously contain commitment to a curricular content far beyond the basic "three Rs." "Education designed for living" in the spirit of Horace Mann is the keynote of the new adult basic education philosophy--with programs oriented to realistic not ritualistic vocational prospects, to family life and homemaking needs, to consumer, health and public affairs information, to self realization, to the constructive use of leisure, and similar forms of personal fulfillment.

The paramount object is to make basic education relevant and truly rewarding for the participating adult. This is by no means a readily accomplished task, as one distinguished sociologist points out:

> The central obstacle to education of adult poor (disadvantaged) is an inability to secure a high and consistent motivation to learn. For a variety of reasons, education through institutions controlled by the affluent society saps motivation. When the majority community senses the obstacle and begins to adopt alternative strategies to enhance motivation for learning, the educators gradually become aware that they are faced with a painful dilemma. If there is an attempt to tailor the education to the special life conditions of poverty, as in some vocational education, the attempt fails through outsider ignorance of those life conditions, and because any program designed for a presumably inferior group itself becomes stigmatized. However, if one simply extends the educational resources of the general community to the poor in order to avoid the stigma, programs tend to be rejected as alien, inappropriate, irrelevant, or they become accepted only in a superficial way. (Haggstrom, 1966)

A basic education planner has alluded to the same problem from a slightly different angle and with a more optimistic view of the way out of the dilemma:

> Because the traditional school system casts out those who could not conform to it, it is the task of the new school to create an educational system for the adult--one that conforms to the student, his level of ability, his needs and his desires. Such a program must start where the student is, and it must help to move him to where he wants to be. (Ulmer, 1969)

The dilemma persists because the various barriers to participation, the psycho-social influences and the personality traits produced by the "culture of poverty" are not easily eradicated. Such factors as economic deficiency, social stratification, resignation induced by a sense of hopelessness and powerlessness, low level of aspiration and motivation, damaged self-concepts, alienation and isolation from the mainstream, preoccupation with instant gratification, language and communication gaps, identification with a tolerable sub-culture, anxiety about past failures and humiliations, will yield only to carefully planned and executed counter-pressure and to patient, unremitting effort. Certainly, the gross errors inherent in the approaches of the past can be avoided, and the routes that have led to some measure of success can be followed.

There have been several triumphs over the odds in adult basic education projects, as well as numerous abject failures. Analysis of the successful experiences have established a number of common denominators:

> The programs capitalized on the favorable attributes of the adult learner--his prior experience of life, his shrewdness, common sense and natural intelligence evoked by response to these daily challenges, his ability to identify and express his needs, his eager motivation and self-discipline in the learning process, once it has been activated.

> The program anticipated known causes of resistance to participation in the educational process and eliminated the forbidding,

formal environment of the school and the classroom. Small classes were organized, properly stratified by ability and attainment levels. Intensive counseling and tutorial attention was offered. The professional staff was sensitized to the circumstances and was assisted by the indigenous, paraprofessional aides. Programs were not only individualialized--they were personalized.

The programs adopted a flexible, dynamic, life related curriculum and took advantage of proven learning theories and techniques, including those of basing learning on desires and readiness (the teachable moment), learning by doing and participating, learning by multiple methods and techniques of organizing the process, learning by multiple devices (audiovisual aids, teaching machines, programmed instruction).

What becomes crystal clear in these success stories in the field of adult basic education is that its major concerns are identical to those of education generally, and that it also cannot be limited to strictly cognitive behavioral gains. It must seek changes in values and in attitudes in the affective domain of the human psyche. This means that adult basic education strives to produce a critical and appreciative viewpoint which will allow man to live a) at peace with himself, b) in harmony with his community, and c) without fear, or threat to, his natural environment. (Burroughs)

Successful programs motivate! They keep interest levels high. They deal with the practical and useful, not just the theoretical and outdated.

Let us assume that we agree with the new look in ABE; that we subscribe to the new philosophy that is emerging. What role, if any, does mass media play in the new approach. How can we use media in correctional settings?

Using Mass Media in Correctional Settings

As was indicated earlier, there are few worthwhile media software systems available in general ABE learning situations, let alone materials specifically for use in correctional settings.

One obvious answer to this shortcoming is to finance the design, production, testing, and dissemination of such new systems. This is a long and expensive process that must be accomplished and should be started as soon as possible.

However, this does not solve the immediate problem: "What can I utilize now; what exists in my institution that can be put to work in achieving my adult basic education goals?"

Once we agree that adult basic education should be practical and dynamic, dealing with problems of living and coping skills, the use of existing media and systems becomes obvious.

The visual media especially can bring that which is distant and remote directly to the learner. They can spread before the learner real-life situations not available in the institutional setting. Films and programs from a wide range of software libraries are available now for use on closed circuit systems or on projectors available in most institutions.

TV and radio programs regularly broadcast on the commercial and public stations can serve as invaluable teaching tools. Marcus Welby, M.D. would serve as a fine discussion starter. Even the daytime soap operas can assist in fostering discussion about human relations problems.

Record players, audio tape, slides, filmstrips, photographs, newspapers, magazines...even the telephone...can all play important roles in bringing reality and practicality to correctional ABE. They can supplement and enrich the learning situation. They become dynamic tools in the total ABE process.

Yes, we should create new systems that particularly satisfy our special needs...but we must start by using those systems available to us now.

In our discussion session, let us explore in detail utilization of systems that exist in your institution.

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MATERIALS AND TECHNOLOGY FOR ADULT BASIC EDUCATION IN CORRECTIONS

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Selection of Instructional Materials

When one is examining the important facets of an Adult Basic Education program, be it within the system of a correctional, public or private school institution, it is difficult to find a more important facet than that of instructional materials. The reason is that the instructional material used has a great effect upon the adult learner. This effect is much greater than is evidenced by the emphasis placed on the selection of materials by many adult educators as it is too often relegated to a corner of the planning session or given whatever time is left over. Other than the instructor himself, the material used in the instruction of ABE is probably most important. Thus the selection of materials becomes a very important part of ABE.

The selection of materials in ABE is not an easy task, and it is made even more difficult today by the wide selection presented by the many companies producing the material. Glib salesmen, fancy packaging, ease of using, etc., are a few of the many times which appear to be the criteria for basing selection, but these items can be only a cover for the same old material. One must go deeper to find material to do the job needed doing.

There is no simple method of determining what will or will not be satisfactory instructional material. Of course, one method is to secure information from other programs concerning materials which have proven themselves, but a better technique is to examine the results of the materials as they are being used and one must have a starting point even before this. Therefore, a check list is included which can be used to help in the selection of materials for a particular adult basic education class. (Appendix A.) This checklist will weed out those materials which have glaring inadequacies for ABE.

In Adult Basic Education the emphasis is necessarily upon individualized instruction and self-directed learning. With this in mind, it becomes evident that no single material or instructional system is designed for all adult learners. Thus, it is advised that the director secure all the instructional materials from a number of companies, go through the checklist with each of the materials and discard those which do not meet these basic criteria. The remaining ones can then be used as they fit the basic needs of the individual student. A list of companies is presented in Appendix B. (This list does not imply an endorsement.)

The importance placed upon the individual in the Adult Basic Education program necessitates well trained instructional and counseling personnel. This personnel must have the capability of assessing the learning needs, as well as strengths of the adult student. Many of these adults have met with frustration and failure in previous learning experiences, and it is necessary, therefore, that the materials and instructional techniques used not be the same or even similar to those used previously. For a curriculum to meet the specific needs of the individual adult, it should reach him at the point at which he is now.

Since material is such an important part of Adult Basic Education in any sponsoring institution, it behooves the director of the program to maintain an up-to-date bibliography of said materials. This can be done by using a form for rating teaching materials. Appendix C gives a sample form for rating instructional materials. There are many other forms similar to this one, but several directors have successfully used this one. It is a convenient way for the teacher or director to summarize important information on instructional materials and an excellent way to remind the teacher of some of the characteristics he should look for in evaluating materials.

In using the form, items 1 - 11 refer to information generally available in the material as published. Item 12 deals with a readability score and is stated in terms of grade levels. A score of 4.0 would mean that the average fourth-grader could answer 75 percent of the questions one might ask based upon the material he has read. If one would want the student to understand more of what he read, one would use material on the third-grade level. Remember, this score does not deal with the adult relevance of the material. If the adult student desires to have relatively easy materials to use for his own entertainment, he should be guided to use materials approximately one grade level below the estimate of his educational level.

It is unknown at this time how accurate the publisher's reading level designations are. However, if a doubt arises as to the accuracy of this designation, you may apply the Powers and Ross (1959) formula for calculating readability as described by them in the Journalism Quarterly. This formula makes use of the number of words, the number of one-syllable words, the number of sentences, the words per sentence and the percentage of one-syllable words in the material to determine the readability level and is considered quite accurate. Space here does not permit further elucidation but reference can be made to their publication.

Items 13 - 25 of the form are dependent upon the response and judgment of the person examining and using the materials.

In addition to the above suggestion, help can be obtained by using the annotated bibliographies available today. These annotated bibliographies were prepared by experts in the field, and the material included in them has been carefully scrutinized and reported by them. A list of the available annotated bibliographies is found in Appendix D.

Finally, the foremost criterion in the selection of materials is fitting the material to the needs and interests of the adult student. It is of great help if the teacher is able to generalize the reading level of the population to be taught. Even though this is obvious and seemingly rather easy to determine, the subtleties of this particular phase can destroy or cement the relationship between the student and teacher. Therefore, teachers need to recognize that they are working with students who have experienced failure in the educational system of which the teachers have been an integral part. To approach diagnosis or evaluation in a traditional manner is to almost insure further failure. Formal standardized tests are of little or no initial value, again because they are perceived as a functional part of their failure system. Informal tests or having to read aloud can be a very frustrating experience for adults who read at the basic levels. This must be taken into consideration in the selection of instructional material.

Educational Technology

Educational technology in itself is a very fast growing aspect of education today. Barry Morris (1963) states two functions of technological media in his book, The Function of Media in Public Schools:

> " The first function of technological media is to supplement the teacher through enhancing his effectiveness in the classroom. ...Educational media are both tools for teaching and avenues for learning and their function is to serve these two processes by enhancing clarity in communication, diversity in method, and forcefulness in appeal. Except for the teacher, these media will determine more than anything else the quality of our educational effort.
>
> A second function of technological media is discerned when the teacher determines objectives, selects methods and content, and evaluates the final learning outcomes. The presentation of information, and even the direction of routine pupil activities, may be turned over to such new media as programmed learning materials, television, or motion pictures. This function enhances overall productivity through instructional media and systems which do not depend upon the teacher for routine execution of many instructional processes or clerical-mechanical chores."

From this one can draw the conclusion that the instruction is one who guides communication in the classroom and arranges the environment by which learning can take place.

As was stated earlier concerning instructional materials, no one instructional resource will be effective with every adult student. Therefore, the educational process which incorporates the full gamut of appropriate instructional resources available will most nearly accomplish the needs of the individual. Lack of space in this paper allows for only a brief description of some aspects of selected technology.

Programmed Instruction

Programmed instruction is a planned sequence of learning experiences which lead the student to mastery of a certain portion of the subject matter. The learner proceeds through the programmed materials in a self-instructional manner, and the teacher becomes a supervisor who gives individual help where it is needed.

Each program has a specific learning goal. Information is presented to the learner step by step with each step progressively building on the preceeding step. This requires active study on the part of the student for as each new concept is introduced, the student is required to respond. Immediate conformation of the response gives the student immediate feedback thus reinforcing his answer. Should the answer be incorrect, the student is told why and is asked to correct his answer. Because of the construct of the programmed instruction, a student may proceed at his own rate.

Tape Recorder

The uses of this machine are almost limitless and because of its simplicity of use and inexpensiveness, it has become a standard part of the classroom in ABE. Its uses in ABE include: self-evaluation, where the students hear themselves as they actually are; recording of events as they happen to be used later; role-playing such as job interviews; narrations for history lessons, etc; and progress of the individual such as in speech classes. This list is only a beginning of the ideas available for the use of the tape recorder.

Video Tape Recorder

Closely related to the tape recorder is the video tape recorder. The cost of this recorder is considerably higher and skills required to operate the equipment are much more complex than the audio tape recorder. The uses of the VTR are very much akin to those of the audio tape recorder, but the additional impact created by the accompanying visual image makes this a popular educational media. It is now possible to purchase prepared sequences of instructional material for use with the VTR. An additional valuable use of the VTR is that of self-evaluation by the instructors themselves as they can see, by the VTR, their instructional procedures.

Overhead Projector

The overhead projector is a very versatile and useful projection device. The mechanical construction of this device enables the instructor to be facing the students and yet enlarge the transparency for all to see in a normally lighted classroom.

Commercially produced materials are available for use with this machine from several sources, but it is not necessary to purchase these as the process to produce your own individualized transparencies is very simple and adaptable. Copying material onto transparencies is also possible using one of the modern copy machines.

Opaque Projectors

Opaque projectors are also available for use in the classroom, but their use is limited to that of completed pictures, maps, drawings, etc. The disadvantage of this projector over the overhead projector is that the instructor must complete the material before inserting it in the machine and thus is prohibited from building the lession in progressive stages with the students.

Computer-assisted Instruction

The most recent educational technological advancement is that of computer-assisted instruction. It is capable of giving individualized instruction in a way not possible to any other system as data can be collected and stored more completely and recalled at the touch of a button. It can consider all variables represented by the collected data and relate them to the individual student.

Computer-assisted instruction is not limited to any one type of instruction, ranging from drill to a complex tutorial system. At the present time, many institutions are limited in use of the CAI due to its cost, but as advancements are made, this will diminish and it behooves educators to keep abreast of these advancements.

Motion Picture Projectors

16mm Sound Motion Picture Projector. The 16mm sound motion picture projector can lend variance to any educational program, and its familiarity in the educational setting should not detract from its value or usefulness. By this means of media, educational experiences can be brought to the student's own audio-visual capabilities and thus enhance the learning process. Far away places, technical experiments, etc., can become an experience for all students.

8mm Motion Picture Camera. The popularity of the 8mm motion picture camera of today suggests that the educational process can include "tailor-made" materials for the adult student. The ease with which this media can be operated makes for a flexibility of this resource enabling its use in situations not readily available to the VTR. Though it does not have the "instant replay" feasibility, it does have a tremendous usability.

Film Loop Projectors. This is a projector making use of continuous loop cartridge with viewing sequences of varying lengths of 8mm film. These cartridges may be inserted into the projector, shown as many times as is necessary and then removed for storage. The almost fool-proof projectors and cartridges along with an inexpensive price tag, makes this educational media available on an individualized basis. Several different types of film loop projectors are available such as individual viewing projectors and rear-view projectors.

Summary

In summing up what has been written concerning the selection of materials and the use of instructional media, it is important again to say that no one piece of material or one method of teaching using a particular device will be effective with all students. Only as the teacher is effective in working with the students, fitting the material and technology to their needs, will it be effective. These aides are just that: aides to implement what the instructor is endeavoring to do which is help the student learn and thus changes his behavior patterns.

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APPENDIX A

CHECKLIST FOR EVALUATING MATERIALS

It is suggested that the following checklist be used by teachers before selecting materials for a particular adult basic education class:

1. Consideration is given to characteristics and background of the adult who is to use the material.
2. The purposes for which the material is to be used are identified.
3. Subject matter materials and learning activities are acceptable in terms of adult interest level.
4. Materials encourage further individual reading, speaking, writing, and other study.
5. Materials raise self-esteem and help the learner gain insight into his self-image.
6. The language is adult in tone.
7. Sentences are written in the familiar vernacular.
8. Programmed materials have built-in reasoning and evaluating devices to help the learner and teacher determine progress.
9. Directions are simple and clear so that the learner can follow them with little difficulty.
10. Design of system for materials allows for maximum progress according to ability of the individual.
11. Materials depict actual life situations, such as: food, property, job, voting, civics, safety, social security, housing, homecraft, financing, etc.
12. Each lesson teaches a single concept or small number of concepts thoroughly.
13. Skills and concepts are taught in sequential, logical order.
14. Show concern for family relations.
15. Have a strong "father image".

APPENDIX B

PUBLISHERS FROM WHICH ADULT BASIC EDUCATION MATERIALS ARE AVAILABLE

ALLIED EDUCATION COUNCIL
5533 Woodlawn Avenue
Chicago, Illinois 60637

ALLYN and BACON, INC.
310 W. Polk Street
Chicago 7, Illinois

AMERICAN EDUCATION PUBLICATIONS
Education Center
Columbus, Ohio 43216

APPLETON CENTURY CROFTS, INC.
35 West 32nd Street
New York, New York 10001

ARGYLE PUBLISHING CORPORATION
605 Third Avenue
New York, New York 10016

ARTHUR C. CROFT COMPANY
100 Garfield Avenue
New London, Connecticut 06320

BARNETT LOFT, LTD.
111 South Centre Avenue
Rockville Centre, New York 11570

BEHAVIORAL RESEARCH LABORATORIES
Box 577
Palo Alto, California 94301

CALIFORNIA TEST BUREAU
Del Monte Research Park
Monterey, California

CAMBRIDGE BOOK COMPANY, INC.
488 Madison Avenue
New York, New York 10022

CAMPUS BOOK STORE
1245 "R" Street
Lincoln, Nebraska 68508

CHARLES E. MERRILL PUBLISHING CO.
1300 Alum Creek Drive
Columbus, Ohio 43216

COLUMBIA UNIVERSITY
Bureau of Publications, Teacher's College
New York, New York

DAUGHTERS OF THE AMERICAN REVOLUTION
DAR Manual for Citizenship (No Cost)

D.C. HEATH AND COMPANY
285 Columbus Avenue
Boston, Massachusetts 02116

THE ECONOMY COMPANY
1901 North Walnut
P. O. Box 1805
Oklahoma City, Oklahoma 73101

FEARON PUBLISHERS
2165 Park Boulevard
Palo Alto, California 94306

FOLLETT PUBLISHING COMPANY
1010 W. Washington Boulevard
Chicago, Illinois 60607

GENERAL LEARNING CORPORATION
3 E. 54th Street
New York, New York 10022

GROLIER EDUCATIONAL CORPORATION
575 Lexington Avenue
New York, New York 10022

HARCOURT, BRACE AND WORLD, INC.
757 Third Avenue
New York, New York 10017

HENKLE AUDIO-VISUAL, INC.
227 North 11th Street
Lincoln, Nebraska 68508

HOLT, RINEHART AND WINSTON, INC.
383 Madison Avenue
New York, New York 10017

HOUGHTON-MIFFLIN COMPANY
1900 South Batavia Avenue
Geneva, Illinois 60134

IMMIGRATION AND NATURALIZATION SERVICE
Room 8411, New Federal Building
Omaha, Nebraska 68102

INSTITUTE OF MODERN LANGUAGES, INC.
Publications Division
2129 "S" Street N. W.
Washington, D. C. 20008

INSTITUTO MEXICANO NORTEAMERICANO
Hamburgo 115
Mexico 6, D. F.

LYONS AND CARNAHAN, INC.
407 East 25th Street
Chicago, Illinois 60616

MacMILLAN COMPANY
866 Third Avenue
New York, New York 10022

McGRAW-HILL BOOK COMPANY
Manchester Road
Webster Division
New York, New York 63011

MODERN SOUND PICTURES
Audio Visual Division
1410 Howard Street
Omaha, Nebraska 68102

NEW READERS PRESS
Box 131
Syracuse, New York 13210

NOBLE AND NOBLE, INC.
750 Third Avenue
New York, New York 10017

OXFORD BOOK COMPANY
222 Fifth Avenue
New York, New York 10003

READER'S DIGEST SERVICE, INC.
Educational Division
Pleasantville, New York 10570

REGENTS PUBLISHING COMPANY
200 Park Avenue South
New York, New York 10003

SCIENCE RESEARCH ASSOCIATES, INC.
259 East Erie Street
Chicago, Illinois 60611

SCOTT, FORESMAN AND COMPANY
433 East Erie Street
Chicago, Illinois 60611

SILVER BURDETT COMPANY
Morristown, New Jersey 07960

STECK-VAUGHN COMPANY
P. O. Box 20208
Austin, Texas

STEPHENSON SCHOOL SUPPLY COMPANY
935 "O" Street
Lincoln, Nebraska 68508

UNIVERSITY OF MICHIGAN PRESS
Ann Arbor, Michigan 48106

WARP PUBLISHING COMPANY
P. O. Box 270
Minden, Nebraska 68959

XEROX EDUCATIONAL DIVISION
600 Madison Avenue
New York, New York 10022

APPENDIX C

FORM FOR RATING TEACHING MATERIALS

1. Subject matter area: reading arithemetic spelling science
social studies occupational
other (specify) ____________________

2. Form: book magazine programmed instruction film recording
other ____________________

3. Author: ____________________

4. Title: ____________________

5. Publisher: ____________________

6. Address: ____________________

7. Number of pages: ______ 8. Price: ______ 9. Date: __________

10. Target group: adult adult literacy high school junior high school
elementary other ____________________

11. Publisher's stated grade level: 1 2 3 4 5 6 7 8 9 9+

12. Rated grade level: 1 2 3 4 5 6 7 8 9 9+

13. Basis: estimate/measured

14. General tone: condescending childish neutral adult

15. Interest level: high moderate low

16. Content orientation: academic practical occupational

17. Content accuracy: poor satisfactory good

18. Content coverage: poor satisfactory good

19. Entry level: too low satisfactory too high

20. Student exercises: yes no 21. Tests available: yes no

22. Appearance: satisfactory not satisfactory

23. Durability: high low

24. Recommendation: reject adopt for - basic material
supplementary reference

25. Commentary (suggested uses; limitations; special strengths or weaknesses; possibilities for special adaptations; reasons for rejection and/or acceptance):

APPENDIX D

LIST OF ANNOTATED BIBLIOGRAPHY

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Annotated Bibliography: Adult Basic Education (Ottawa, Department of Regional Economic Expansion, 1969)

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A Revised Annotated Bibliography of Instructional Literacy Materials For Adult Basic Education (Tallahassee, Florida: Adult Basic Education Section, Florida State Department of Education, 1966)

Spaulding, William, *et al*.,
"A Review and Appraisal of Existing Instructional Materials for Adult Basic Education Programs," in *Basic Education for the Disadvantaged Adult*, ed. by Frank W. Lanning and Wesley A. Many (Boston: Houghton Mifflin Company, 1966)

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MATERIALS AND TECHNOLOGY FOR ADULT BASIC EDUCATION IN CORRECTIONS

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Assume that Nothing is Impossible

To be sure, there are some problems in the world today, many of them in our country. But these are fabulous times. More unbelievable, more miraculous events occur every day, than ever before in history. Nothing, it seems, is impossible.

Before World War II Arnspiger (1933) was preaching the power of this new thing, 16mm film, for the classroom, for good teaching. Arnspiger got fantastic results. The children remembered practically everything in the film, even months after the showing. It must be remembered, however, that this was in 1933, and the children did not see educational films. To see one at all was an event, which would probably not be repeated for months and months. Development has been both rapid and constant since.

Matthew Brady took pictures, under fire, in the Civil War, using a thick glass plate which had to be processed immediately in his "Whatzit Wagon."

George Eastman added flexible plastic and roll film. Would that Eastman and Brady could see the shots in "living color" that youngsters bring forth today. For years Henry Ford and Thomas A. Edison were next-door neighbors in Fort Myers, Florida. They would lean on their jointly-owned picket fence and talk, ignoring the pleas of the wives to come sit down in one house or the other and be comfortable.

Before the turn of the century, Edison had found the way to record sound, to reproduce it again later, at will.

National Cash Register, who made the register for your grandfather's store, now makes computers, in its spare time, and has done some phenomenal work with microfilm. The National Cash Register people have reproduced the Bible, Old and New Testaments, 1245 pages, on one 2 x 2 transparency, a reduction of 250 to 1.

Videotape, magnetic tape which records picture as well as sound, is unbelievable at best. It was first recorded, scarcely more than a decade ago, on magnetic tape two inches wide, with a quadriture recorder. Then came helical scan or slant track two-inch width, one-inch width, half-inch width. Now Rheem-Califone has brought out quarter-inch videotape, picture and sound on tape no wider than audio.

It might be repeated: do not assume it is impossible. The most fabulous things happen, constantly. Today's dream becomes tomorrow's reality.

Objectives

To give some information concerning materials and technology available today.

To consider items of cost, feasibility, applicability.

To examine those things that might help to bring information, gratification, positive motivation to the person in a corrective situation, who needs help.

To examine the materials and equipment from the standpoint of the librarian, the classroom teacher, or the student in corrections. (Mager, 1962).

The Single Concept of Materials

Following World War II there was some disagreement, even hard feeling, about print and nonprint materials. One group felt at home with print and did not want any responsibility for projectors and other "machinery." The other group enjoyed serving as experts with projectors, recorders, cameras, and did not relish the idea of sharing these with the print group.

These feelings have become pretty much dissipated. Many libraries are organized with one librarian responsible for all kinds of media that will provide learning. This is not to add to the burden. If the library is large, then another library media specialist should be added, and perhaps a technician, a graphics artist, and so on. If all material is cataloged in one central catalog, book, magazine, tape, film, filmstrips, transparencies, things are much easier to find! It cuts down on effectiveness to make your patron, your customer, look in a lot of places for the book, periodical, material, or equipment he would like to use.

As the world's knowledge increased, we find ourselves with vast resources. And we need them all, to keep up. We still read. Witness the fact that one and one-quarter million paperbacks are printed everyday! There are all kinds of paperbacks: cheap novels, "who done it's," classics, books on music, carpentering, flowers, diet, Shakespeare. The Holy Bible is available from many different publishers, in paperback. People are reading more than at any time in history. Publishers do their work to make money. If they did not sell that many, they would not print one and one-quarter million, even one day! People do read!

But people with imaginativeness, inventiveness, use many other things to carry the message. Flat pictures are available in profusion. Use them. They are available because they are useful. Books, magazines, newspapers are full of pictures, so people can see what is being talked about.

Graphics can add a lot. We examine graphs, charts, posters, cartoons. Many studies involve the use of graphs because the graphs can show greater detail concerning the work.

The 35mm camera can help you show the thing exactly as it was.

The book takes up too much room? Microfilm can reduce the size of the work 1 to 70, 1 to 120, even 1 to 250. The Little Bible presents the entire Bible, 1245 pages, on a 2 x 2 transparency. Impossible, but here it is.

Super 8, for our purpose, is rapidly replacing 16mm film. Camera, projector, film are all much less expensive.

So, these things all work together, for better understanding: the picture can be used as is, or it can be mounted, preserved better for future use (McBride, 1970).

Display includes the bulletin board, magnetic board, and others.

Graphics brings posters, cartoons, charts. Good lettering can add a great deal. This can be handled by prisoners. A youngster who has never done anything artistic may fall in love with LeRoy lettering, simply because he can produce gratifying results with a very minimum of practice.

Models--up to five inches in height, can be produced in a few seconds, from a commercial or homemade die or master (Dale, 1969).

In many of today's libraries print and nonprint work together, in the same card catalog, available in the same library media center, each helping bring about greater understanding of the other.

The Film

One of the great widely recognized media is the film. To be sure, when Edison was bringing it to reality, the width was not emphasized, probably hardly known. It was a convenient width. Some of Edison's films had sprocket holes down the center.

Hollywood pounced on 35 millimeters as the width that would be most useful; actually, it is rather large and bulky, very expensive. Sixteen millimeter has become the size for schools and education. It requires much smaller equipment, it is easier to handle, is much more portable, and is certainly much less expensive. Schools have made much use of this size.

Four types of films find their way into the classrooms:

Entertainment. Many of these are excellent, if they can be released by Hollywood, cut down in length, reduced in price.

Sponsored. Made by a commercial or industrial firm, to be shown to schools, clubs--prisoners. Now--there is rarely any advertising in a sponsored film, and it reflects really professional work.

Educational films. Made for the purpose. Coronet, EBF, McGraw-Hill, and others.

Documentary. The fact film, the one that gets under the surface to find out why. Extremely popular. Julien Bryan is one of the world's greatest artists in the production of the documentary film. Edward R. Murrow was a well known television producer of the documentary.

The film can do fabulous things with time. Slow motion has been seen for years. The sound motion picture is shot and then shown back at twenty-four frames per second. Slow motion is produced by shooting thirty-two, sixty-four, or even one hundred twenty-eight frames per second, then showing the film back at only twenty-four. But a new camera is now available with rotating prism lens, which will take 3,000; 3,600; 4,000; and more frames per second. When a film shot at 4,800 frames per second is shown back at the conventional 24, the slow motion effect is so fantastic as to be almost unbelievable (Wittich and Schuller, 1967).

Then there is the opposite, or time lapse photography. A camera may be set up on a tiny rosebud, with mechanism to trip the shutter, take one picture, every ten minutes, lights coming on automatically for the shooting. If this is done for two days, six per hour, 288 exposures, there will be 288 shots, at ten-minute intervals, of the opening of the rose. When these are run back at the normal speed of 24 frames per second, the human eye can see, clearly revelaed, what would be much too slow for it ever to see unaided, the opening of a flower--or the growth of a root--or, in sunny Florida, the movement of a hurricane.

Newest on the market is super 8mm motion picture film (Kemp, 1968). It has a 50 percent larger picture than regular 8 and so is finding a place in schools and homes because the picture is bright, sharp, clear in detail; and the price is so low that it can have very broad use. Films are available that were shot by children in primary grades (Hey, Look).

There are many types of films: Live action, animation, X-ray, writing or drawing on film, etc. This could lend a lot of enchantment to a corrections program.

Audio

Edison brough the motion picture to the world. Again, it was Edison who first captured sound, recording it so that it could be played back again, at will. The progression has been from cylinder to disk, 78 revolutions per minute, 33 1/3, 45, and special purpose. The "movies" came up with optical track. Then, at the close of World War II, the wire recorder was born, replaced only three or four years later by tape. Though tape has much greater fidelity and durability, it has not replaced the disc. They go along together. Only the tape, however, can do instant recording and, from the recording, instant playback. Tape has the highest fidelity known and durability which will permit several thousand plays without noticeable sign of wear (Brown, 1969).

The quarter-inch standard tape recorder has become small (10" x 14" x 16"), weight 12 to 18 pounds, and so quite portable. But one of the most dramatic pieces of equipment to hit the market is the cassette recorder. The small cassette, less than three by five inches, has the 1/8 - inch tape inside. It simply wheels from one small reel to the other and then can be rewound or "pancaked," if there is anything on the other edge. The recorder is smaller than most of the purses ladies carry (five inches by seven inches by three inches) and weighs only a pound or so. It may be carried as readily as a camera or pair of binoculars. It is so new it is still developing quite rapidly. Recorders are available that will reach 10,000 and 12,000 cycles per second, with fairly good hi-fi sound. Human beings are able to hear only 14,000 to 16,000 c.p.s. The recorder can do a very respectable job, even with music.

Cost: $18.75 and up - to about $125.00

Kinds: probably about fifty

Cassettes: range in price from about fifty cents to six dollars. Based on quality and length of the tape.

Speed: 1 7/8 i.p.s.

Length: 30 (15 minutes each side), 60, 90, 120. The 120 plays a full hour on each side. It can also cause slight trouble, since the loaded reel is so large and heavy, wrapping around the capstan. It might be well to avoid the 120 until further development or perhaps improvement on the capstan.

This little machine is a blessing. Strong and light, it can be carried where needed, put into operation in a moment. It has an automatic record level; and the little mike will pick up conversation in a whole room, amplified voice in an auditorium with, really, amazing accuracy. Think of the uses. What a help to a blind student who simply takes it to class, and then reviews it at home (AV Instruction, 1970).

Duping

Duping to a disc is not done by amateurs because the equipment is not around, except in large centers (New York City, Chicago, Nashville, Tennessee), where professionals are at work full time producing discs. But anybody can dupe a tape. A simple "patch" cord will hook up record player to tape recorder, for duping disc to tape. It is just as easy to record from tape to tape (quarter-inch, reel to reel), quarter-inch tape to cassette, cassette to tape, cassette to cassette. All sorts of mixtures can be produced: an instructor, in preparing a tape for his class to listen to might use selections from one or more discs, from other tapes, his own voice in lecture, music, sound effects, etc. It could all wind up on one tape, ready to be used when needed.

This could as easily be for a skit, a play, or any type of special event.

Overhead Projection

This involves a very simple machine which shines light through a transparency and onto the screen. Though almost all other types of projection are from the rear of the room, overhead projection is done from the front--with lights on! The person using the machine can write on the material while it is being projected and can read the material on the stage of the projector.

The projector is small, light weight (about 14 pounds), portable, inexpensive (around $160). Operation actually consists of putting a transparency on the stage, switching on the light, focusing.

One very definite requirement: the projector will do nothing except with a transparency or a solid object for silhouette. But transparency production can be carried out in many ways (Scuorzo, 1967). Here are some:

The magic board (similar to a child's magic slate).

Typing on clear polyethylene, four or six mil. Use fresh, black ribbon, perhaps carbon paper backup.

Write on clear plastic: styrene, polyetheylene, etc.
Wax pencils, Felt tip pens, Colored transparency pencils

Lift or transfer:
Picture on clay coated paper
Cover with clear shelf paper or other self-adhering transparency
Soak in water with detergent, remove paper from back, gently rub away remaining bits.

Diazo:
Clear plastic impregnated with diazo salts. After proper exposure to light the diazo transparency responds (develops) in ammonia fumes.

Thermofax:
Faxible materials can be reproduced on "Thermofax" transparencies with application of heat, black and white and simple color applications (Minor and Frye).

This is a very popular machine, used extensively in schools, in industry, in television, bowling alleys, etc. Occasionally the person has custody of the Thermofax machine may not know that it will produce transparencies.

Applications of Television

For many years radio would deliver the message, anywhere to anywhere, and at the speed of light. A difficulty was that this led to much description, an abundance of word pictures--and there were no actual pictures.

Then came television--to roll up the curtain, voice, picture, music, slow motion, color, instant playback--to make the baseball umpire squirm in his shoes because he simply could not always see it as glaringly clear as the television camera. Words never heard of a few years ago become commonplace: cablevision, microwave relay, videotape.

Commercial networks just about cover the country. It is not known now what noncommercial hook-ups will be desirable. Considerable progress has been made in Colorado to link correctional institutions together with a combination of microwave relay and cablevision.

Great additional possibilities lie in bicycling videotape around to different areas of a state or of a region. If one institution produces something worthwhile, it can be shared in others where it might be useful. Videotape is comparatively inexpensive, durable, can be used over and over, just like audio tape.

Radio

Most of the people in the United States simply polished off radio in their thinking when television came on the scene. And then it surprised quite a few when radio did not curl up in the corner and die. It is now going stronger than ever before in its history, for entertainment, for special communication, for warnings, for difficult close communication (walki-talkie), for disaster, for carrying the message when other sources fail (hurricane areas, bombing). This may serve as the only connection with the outside world for a lonely prisoner (Murphy and Gross, 1966; Killian, 1967; Brown, 1969; Lewis, 1961). These few references will give information on general applications of television to teaching and learning situations.

Costs

Costs must be reckoned with. These things do cost something. But costs are always on comparative basis. One of the first things to do in any good program is to set forth and then analyze, over and over again, the objectives. Then comes some decision-making on best ways to reach the goals set forth in those objectives. How many of these developments in technology will be needed for what purposes? How does cost compare with other procedures? What will do the best job, save most time? One key goal in use of media in education is to select the best equipment and material for the particular situation at hand. The only really sensible procedure is to weigh these costs in money, time, effort, against the results achieved (AV equipment directory, 1970).

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MATERIALS AND TECHNOLOGY OF ADULT BASIC EDUCATION FOR CORRECTIONS

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Materials of Adult Basic Education

The Problem

The educational establishment does not seem to be short on instructional materials and equipment. So many have been published in the past decade that clearinghouses have been set up to record and catalog them; state and regional "educational laboratories" created to disseminate them; media centers founded to present them using the latest audiovisual equipment--to "insure learning by employing all the senses"--the eye, the ear, and the touch. Salesmen have been employed by the thousands to demonstrate the superiority of one set of materials or piece of hardware over the others. Entire "systems" are marketed--from elaborate reading programs and "packages" to complex computer-assisted instructional systems.

The problem for education: what "system" or media to buy. The result: unprecendented stocking, little systematic evaluation. The coincidence: the rates of reading deficiencies, illiteracy, and dropout statistics remain unaffected. New "national commitments" continue to be formulated, resulting in the allocation of hundreds of millions more in tax funds. The lesson: the present educational effort, for all the fine work that may be going on, is not correcting the growing number of educational deficiencies, to say nothing of preventing them. The answer: no one can say; but it is clear that public education will not discover it in the ever-increasing deluge of texts, programs, machines, systems, and promoters. Unfortunate, too, is the notion on the part of many users of these educational products that they are really "experimenting" and determining which is better. This belief provides a false validity and a false scientific justification for the choices made.

Cynicism and disillusionment are the expected results from such unfounded and unjustified claims about educational products. In corrections such claims have been stretched to their elastic limits. Not uncommonly do we witness sweeping, confident articles maintaing magnificent effects from disproportionately limited means. Literacy, a GED, or an occupational skill, all relatively narrow educational gains, are supposed to significantly prevent or deter crime. Some even go so far as to allege that a particular format of an educational product, for example PI, will effect recidivism reduction.

But correctional ABE need not reach so far for its behavioral objectives; in many ways it cannot. How much of the variance in recidivism and crime rates is accounted for by the presence or absence of basic education skills is difficult to determine; the nature of the individual, the variables in the community and family, and a resume of other variables are all factors influencing the effect or lack of effect of basic education on recidivism and crime.

An ABE program in corrections gets its raison d'etre not from promising a menu of unrelated and perhaps unattainable results, but from the fact that ex-offenders lack the education and employment skills necessary for participating in the American economy. Unemployment rates, of course, document this lack of participation. U. S. Manpower in the 1970's records unemployment among ex-offenders, in all groups classified, to be higher than their corresponding male civilian counterparts in respective groupings; in each group the average ex-offender unemployment is 10 percent greater--surely ample motivation to focus the objectives of education and occupational training on their justifiable goal--jobs.

Similar to the hazard of operating correctional ABE programs on sometimes misdirected and unjustifiable objectives is the risk involved in improperly ordering the steps in developing an effective basic education program for corrections. Correctional educators frequently ask, as their first questions, what should an ABE program in a prison consist of? How would it be tailored to the setting and population? How should it work? How should we train teachers in ABE concepts? These questions, of course, are legitimate and relevant, but they are only so when we have dealt with matters of first priority.

The initial order of business is to construct or pull together a viable ABE model, one that insures that rapid and significant learning will occur for those participating in the program. Questions about specific motivation, specific scheduling, particular space arrangements and logistics, etc., all matters of concern relative to "tailoring" or modifying to a special setting, are important only after the opportunity for effective learning for any adult learner has been confirmed. In the proper ordering of priorities, then, development of the best (most effective, results-producing) model comes first, for, without this step, adapting to a particular setting, to a prison OEO project, or public school, becomes most difficult.

Contributions of Behavior Science to Materials Preparation and Evaluation

An increasing number of important contributions which hold promise for improved design and evaluation of educational products have emerged from the behavioral laboratory. The experimental analysis of behavior--operant psychology--has provided many practical applications in recent years to the problems of education. Programmed instruction (PI), an example of such an application, has been largely responsible for the current emphasis on behavioral objectives--terminal specifications. The programmer must state what the student can do as a result of having been taught. He can't say that his program is to "impart knowledge," or teach the student "to appreciate." It is perhaps fair to say that this single contribution of operant conditioning, via programmed instruction, has led to a small revolution in the educational establishment. Boards of education are engaging in performance contracting and studies in cost-effectiveness, and school officials are insisting that the materials they purchase contain specific statements about what the student will be able to do if he goes through a course or program.

Another application deals with the issue of how the student learns. The principle of "shaping" through successive approximations has an important bearing upon the format and manner of presentation of instructional materials. A complex skill, such as using fractions, is "shaped" in step-wise fashion. Other quite complex forms of behavior can be generated, often with amazing speed, through a series of stages leading to the terminal specifications. Changes are obvious and visible and no statistical tests are necessary to confirm either to the teacher or student that conspicuous learning has taken place--both know immediately.

The following is a summary of several essential criteria, derived from the behavioral laboratory, by which the educator can design and evaluate learning material:

1. Explicit behavioral objectives (terminal specifications) should be set forth in a manner which lends them to measurement. The instructor or student, then, could determine whether the skill or knowledge was attained. When one has determined what the student needs to know, these needs can be matched to the purposes of the instruction as stated behaviorally and measurably in the explicit learning objectives.

2. Validation data should be provided by the publisher of the materials. If the material "works"--meets its objective--it is said to be valid. The relevant data here are test results which show that the trainees have really learned to do what the instructional product was designed to teach them to do. While objectives tell what trainees should be able to do after completing the instructional material, they do not indicate the best conditions under which trainees should study the material. The conditions under which the trainees of the validation-test group studied--their learning environment--is included in the validation data. The trainees' educational background and other relevant characteristics are also reflected in the validation data.

3. Trainee-oriented instructional increments are a desirable characteristic of instructional materials. "Oriented" means "designed for" or "in consideration of." Increment means "act of increasing" and "that which is added." Products with this feature are reinforcing to the learner because they clarify progress, have a definite size; the student knows when he is halfway through and when he has finished. The size (functional not physical) and the sequence of each unit of instruction are determined and set on the basis of how much and how fast the trainee can readily and surely learn. This is often done

by having the student "try out" the instruction, which is then revised according to the problems experienced by the trainee.

Instruction that is designed for the trainee (not to please technical specialists in the subject field) to insure his success in learning will tend to produce trainee confidence in the specific instruction and the learning experience generally.

Trainee-oriented materials also mean, for adult learners, that they be mature in illustrations, concepts, and language. An improvement in reading materials in this respect has been very slow in coming. Even now, much of the instructional content is presented in a slightly modified children's text or program. Undoubtedly, this situation will change shortly, for the demand is there and appropriate materials will certainly sell.

4. Active student participation is another desirable characteristic of an instructional product. This feature insures trainee involvement and helps to maintain interest in learning. It also produces an overt (obvious) response--writing answer, checking answer, etc.--that can be used to great advantage.

5. Instructional materials should provide the student with immediate feedback of his learning progress. Knowledge or results--feedback--is crucial to all learning, because the student is taught not by mere repetition of the acts to be learned, but by certain consequences that follow from these acts. The consequences that are found to strengthen these responses are called "reinforcers."

Immediacy of feedback is an essential principle of learning theory. Since reinforcers strengthen responses that appear immediately prior to reinforcement, the greater the delay between occurrence of the response and the reinforcer, the less likely learning is to occur. The need for immediacy of feedback cannot be overstressed. Though it is perhaps the most important single factor in learning, it is also a principle which is frequently violated.

All too typically, a problem which arises out of a delay in reinforcement is that of competition between the reinforcers supplied by the teacher and the reinforcement supplied by the student himself. Left to his own devices, the student will attempt to perform some of the acts involved in an assigned task, and, in lieu of immediate knowledge from the teacher that he is either correct or incorrect in what he has done, he often supplies his own reinforcement; he is acting in accord with all major learning theories, working toward the most common reinforcements available, task completion. The risk and the probability in this case, obviously, is that the student will reinforce himself even after incorrect performance. However, even though the student may have reinforced an incorrect response, the effectivess of the reinforcement supplied by the teacher at a later time (say 24 or 48 hours after the task was assigned) is markedly reduced.

While the above characteristics are important for any adult learner, they are essential for the public offender. He, above all, needs to experience a successful basic education learning experience. In most cases with inmates, the past consists of recurring encounters with teachers who, because of the absence of effective learning technology and materials, found it necessary to resort to aversive control methods to force the student through the learning ritual. But the learning system under discussion here, that based upon criteria established in the behavior laboratory, does provide the possibility to change and improve upon the past, to offer a system which pulls the student forward, which allows for active participation and frequent feedback, and which, when properly sequenced, relies not upon force but upon motivation to lead the student through the learning achievement.

Programmed Instruction Meets the Criteria

Materials that best fit the above requisites are programmed instructional products, and there are many of them on the market, varying to be sure, in quality and format. Some of it is bulky and lengthy and treats many deficiencies; other programs are in smaller units or modules and can provide the student with an early sense of task completion and, hence, progress. "Closure" or task completion, it should be remembered, can be very reinforcing to the learner.

Programmed materials are most available from the fourth-grade reading level or up. Some programs exist for illiterates, such as phonics and early reading programs, but there is a dearth of effective materials and techniques in literacy education for adults, perhaps because neither the publisher nor the federal government have supported research and development in this area. However, programmed materials for GED preparation abounds, though the materials in social studies and the teaching of reading within the GED preparation remain weak areas.

Particularly noticeable is the absence of programmed material related to occupational training; and there is a demand for it. Vocational educators ask for it because they know PI's value from at least one standpoing: it can increase the likelihood of a student's responding to basic education because it can individualize the study. A student in vocational training is more apt to respond to something like a course in fractions if he can relate it directly to his occupational preparation. Students in auto-mechanics or bricklaying can take a course in fractions for auto-mechancies or measurements for bricklayers.

However, while vocational educators may see the value of basic education for occupational training, they are likely to insist on a student's learning only those skills or that knowledge which is directly related to achieving his occupational goal; and this causes difficulty for curriculum designers. Task analyses, to determine exactly how much math, reading, language skills, or social skills are required for a given occupation, have been performed on but a limited number of occupations or occupational clusters. Consequently, the capacity to prescribe individual basic education programs is limited accordingly.

Dilemma of Social Skills Training

Undoubtedly, the most perplexing of all questions falls in the area of social learning, sometimes referred to as "personal-social skills development." There are few curriculum experts in this field, mainly because they lack "hard data" from the job site--data which inform them as to the specific behaviors to be learned, their priority and weight. Another complicating variable is produced when the sources of data confuse objective criteria with value judgments. For example, as strong as the work ethic is in our society, it is not necessarily the sine qua non of success on parole. Employment appears to be correlated with nonrecidivism, but not as high as "common sense" (colored by value judgments) would maintain. In fact, variables affecting recidivism are dynamic (interacting) and differ in many dimensions--time, circumstance, place, people involved, rules of parole, etc. It is little wonder, then, that few solid training materials and techniques exist in social skills development, for we can't say exactly what we should be teaching in this subject matter domain. We do suspect, however, that whatever is taught should be tailored to fit individual deficiencies. But unlike tests of academic achievement, none exist for assessing the offender's social-skills deficiencies.

The Technology of Instruction

The 'Contingencies of Reinforcement'

What has been described to this point--the "stimulus materials"--constitutes the occasion or stimulus conditions under which learning will take place, The operant learning model demands the consideration of two other variables--the response and the reinforcing contingency. While consequences of the response are crucial to learning because of their relationship to motivation, motivation is not generated by rewards and punishments alone. As Skinner (1970) says, "The contingencies, rather than the reinforcers, are the important things. The 'reasons' why men behave are to be found among the consequences of their behavior--what, to put it roughly, they 'get out of behaving in given ways'" (p. 21).

The threefold contingencies of reinforcement--stimulus--response--consequence--would seem to generate automatically a systems approach to adult basic education. In fact, it has been observed that PI works best in the context of a total system (McKee, 1970). PI has created the possibility of an individually prescribed instructional (IPI) system. Specific modules or units of instruction can be prescribed and learning achievement quantified and evaluated to a refined degree. "Contingency contracts" can be negotiated between the manager and learner, and reinforcing consequences scheduled. The new technology of instruction also permits an instructor to teach more than he knows. The program actually teaches--through the interface with the learner and manager-arranged consequences of the learner's responses. In Skinner (1969) words, "we are on the verge of a...new pedagogy--in which the teacher will emerge as a skilled behavioral engineer."

The Draper Model

An advanced model* of IPI for adult basic education is in operation at Draper Correctional Center, Elmore, Alabama. This IPI system consists of the following sequential activities:

1. Diagnosing the learner's deficiencies and entry skills with a standardized achievement test
2. Prescribing, in sequence, remedial modules from programmed materials
3. Conducting a reading laboratory--from literacy training to the level required to pass the GED test
4. Managing the learning contingencies
5. Evaluating the learner's progress

One important contribution of the IPI system is that it largely eliminates "over prescribing." Frequently, a diagnostic test indicates that the learner needs help only for some, not all, of the many classes of deficiencies treated by such a program as English 2600. The IPI system automatically prescribes only those frames or parts of a program that treat a class of deficiencies indicated by a specific, missed item on the diagnostic test. The IPI system is so designed that a learning manager, by simply following its step-by-step instructions, can accurately diagnose learning deficiencies and precisely prescribe for them even if he is not familiar with either the programmed materials or the diagnostic test.

Preliminary Data on the System

An analysis of student performance demonstrates overall effectiveness of the IPI system. However, certain areas appear to be better covered than others by the prescription process. For example, gain in arithmetic fundamentals were significantly higher than all other subtest gains. Total reading scores were lowest--no doubt because reading was not prescribed for the group on whom preliminary data were obtained. Future data will be gathered on subjects with reading prescriptions, and it is anticipated that improved reading scores will result.

Experimental work is currently underway at Draper to isolate the effects of several important contingency management variables, including the contingency contract, money as a reinforcer, the effectiveness of penalties, and self-management of the subject's learning contingencies. The principal dependent variables are rate of responding to PI materials, accuracy on tests, and standardized achievement test gains.

Status of Teacher Training Materials

The IPI system described in this paper is being put in a form to train ABE instructors in its use. Beginning in February, 1971, the system will undergo testing and evaluation, following which it will be made available to correctional institutions and other adult basic education programs. Workshops will be established to train users of the system.

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*This model was developed as a part of a larger MDTA project, which was funded by the U. S. Department of Labor, Contract No. 82-01-69-06.

Performance Contracting

An interesting development in educational technology is performance contracting, which already is taking on the appearance of a "movement." A performance contract is a legal agreement between a school board and a private profit-making educational firm, such agreement specifying a guranteed student performance after a fixed number of instructional hours. For example, one firm receiving an OEO contract, guaranteed to raise 1,000 public school students one grade level in reading in 90 days for a cost of $100 per student. The company will receive no payment for any student who fails to attain that level.

Performance contracting reflects basically the spread of accountability or cost-benefit analysis to public education, which could very well use it. School board members are becoming aware that the public is intensely dissatisfied with the failure of our educational system and frequently shows its displeasure by refusing further taxation for schools. Moreover, board members appear to be "losing confidence in teachers' dedication to learning and are beginning to feel that approaches such as performance contracting can make teachers accept more responsibility (Education Turnkey News, November, 1970, 1, No. 8, pp. 1-2)."

Public confidence, it is argued, can be regained by offering some measurable, believable proof of accomplishment. The result may well be performance clauses in contracts with teachers as well as with private companies.

Conceivably, the whole accountability concern got its thrust the day the eminent behavioral scientist, B. F. Skinner, said, "The student is always right"--meaning that his behavior follows lawful principles whether the answer he gives is correct or not. Since that day, the educational establishment could no longer blame the child for his failure without being severely challenged, for whoever arranges the contingencies of reinforcement will be held accountable for any results obtained.

With regard to performance contracting, two important observations are relevant to adult basic education. One is the accountability issue would be hard pressed to find support if instructional technology had not made the advances it has during the past decade. Behavioral objectives, programmed instruction, individualized instruction, contingency management--all contributed to the notion that we can now expect results and they can be measured. The second observation is that accountability is just around the corner for ABE programs. What will be the chief characteristic of the good ABE program? One that achieves its behavioral objectives in the most efficient and effective manner. And if accountability for ABE in public education has about arrived, one can be assured the same yardstick will be applied to ABE in corrections, where all sorts of accountability measures are long overdue.

Conclusion

For efficiency of learning, materials for adult basic education require a special format. Ideally, they should be in programmed sequence modularized, and presented in a manner that permits frequent feedback of the learner's progress. Programmed materials have the added advantage of fitting into an IPI system, which includes contingency contracting, a token economy with backup reinforcers contingent upon specific performance, and pinpoint evaluation of the learner's progress and of the system itself.

Evaluation of materials and media for presentation should be effected upon criteria established by a behavioral model of learning. Evaluation guides are available from several sources, including the Rehabilitation Research Foundation (Seay, Terry, 1967; Wallace, 1970).

The next few years should reflect significant advances in adult basic education for corrections, but a basic model applicable to a wide range of settings, will very likely materialize first--and probably should. Efforts of systematically relating basic education to vocational training are lagging and until methods and strategies are devised to accomplish it, instruction will be less efficient and effective, and less motivating and meaningful to the adult learner. Meanwhile, correctional educators will be attempting to tailor the contingencies of reinforcement of IPI to a variety of correctional programs.

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TECHNOLOGY AND MATERIALS IN ADULT BASIC EDUCATION

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The effective use of educational technology and well selected instructional materials has much potential for individualizing instruction in adult basic education programs for inmates in correctional institutions. Before discussing the relationship of materials and technology to the total instructional program, certain management decisions that affect the kind of educational program that will be offered should be examined. After that, decisions can be made in the selection of materials and in the role that technology can play toward individualizing an instructional program.

Management Decisions Related to the Role of Technology and Materials

In order to consider the selection, effective use, and benefits that technology and materials can bring to Adult Basic Education it is necessary to examine four important management factors and their implications in the planning of an instructional program. These factors, which can be viewed as management decision areas, are: (1) problems of adult learners in the correctional institution; (2) capability of the instructional staff; (3) limitations imposed by the educational system itself; and, (4) the selection of priorities to be included in the instructional program.

Problems of Adult Learners in Correctional Institutions

Much has been written about the psycho-cultural, the vocational, the social, and the academic needs of the inmates in correctional institutions. It is reported by inmates themselves that many offenders have a built-in resistance to education. Their dread of participation in an educational program often stems from unsatisfactory experiences in previous schooling, hostility toward authority figures, and frequently a low level of priority given to the importance of academic achievement.

Other concerns mentioned by inmates include the feeling that educational programs tend to be more custodial in nature than educational, that teachers do not have enough time to devote to individual inmates who need the most help, and that the inmate is given a negative picture of the educational program during the orientation process.

Recent conversations with prison officials in Ohio indicate some interesting parallels to feelings expressed by inmates. The problem most frequently mentioned concerning the educational program is the difficulty in conducting a program which can provide for the widely varying needs and abilities of the inmates. Prison officials also report that a great number of inmates need assistance in improving basic academic skills but that the current educational program is directed more toward secondary-oriented education. Furthermore, traditional methods while occasionally effective with certain inmates are generally ineffective with the larger masses of inmates needing basic skills.

Much more could be said about the problems of the adult learner in the correctional institution, but other presentations should provide information along those lines. It is, however, absolutely essential as a part of the management decision-making process to analyze the needs and problems of the adult learner as a part of the selection process for choosing appropriate materials and/or technological approaches. A random selection of materials and technological tools without careful consideration of student characteristics often leads to poor programs, frustrated teachers, and an undeserved rap at the educational tools which were chosen.

Capability of the Instructional Staff

Before management decisions are made as to how materials or technological tools are to be utilized in a program, it is important to assess the individual strengths and weaknesses of the teaching staff that will be involved in the program. Questions such as the following should be posed:

- What does the staff know about individualizing instruction?
- What do staff members know about programmed materials and various teaching machines?
- How much training have they received in teaching adults?
- What are the goals and objectives of the particular subject areas as perceived by the staff?
- What counseling and testing skills are required of the staff?
- What does the staff view as the function of the educational program in the correctional institution?

The answer to these questions, and many others that should be raised can help provide the basis for decision making and, point out directions for the kind of preservice and inservice training programs that would be required to prepare the teachers to carry out the instructional program that is to be implemented.

Limitations Imposed by the Educational System

Other factors affecting management decisions that must be considered in planning an educational program in the correctional institution may include the following:

- What kind of facilities are available?

- What resources are available from other programs or community agencies?

- When are inmates available for participation in the educational program?

- What amount of funding is available and what amount will be required?

- What will be the average class size?

- What kinds of supportive personnel are available?

- What kinds of materials and equipment are already available?

- What is the philosophy of the administration concerning the goals of the educational program?

The answers to these questions have very specific directions for the decisions to be made about the type of instructional program that can be conducted and what changes are necessary to implement the program that is desired.

Selection of Instructional Priorities

Administrators and teachers of ABE programs in correctional institutions should work together to establish program goals and select specific measurable objectives which are to be accomplished in the instructional program. Such questions as the following should be answered in order to come to some decision as to what the instructional priorities should be:

- What test data is available on the inmates?

- Which inmates shall be given first consideration for participation in the ABE program?

- What kind of inservice training will be required to prepare the teachers to carry out the goals and objectives of the program?

- What shall be the interrelationship of the ABE program to vocational and social education programs?

- What additional professional and supportive personnel will be required?

- Are there schedule changes needed so as to insure greater participation of inmates?

- Shall the secondary program be directed toward the high school diploma, or the GED, or perhaps toward both?

- What should be the overall program goals and objectives of the educational program?

Without answering these kinds of questions it is difficult to reach the quality of decisions necessary to choose what is to be implemented in the educational program. Instructional materials and technological tools are but a means to carry out the intent of a program and are not a program in and of themselves.

Technology and Materials in an Individualized Program

However stated, the need for increased personal attention and more individualized approaches to instruction seem to be uppermost in the minds of many inmates, teachers, and correction officials. If this be the case and if meeting the needs of inmates requiring basic skills is selected as a high priority as has been suggested by administrators and teachers in correctional programs, areas to be examined include: (1) advantages of individualized instruction for the student and for the teacher; (2) the tasks that must be performed by the teacher in individualizing a program; and, (3) ways that technology and materials can be used to help implement an individualized program.

An individualized program as discussed in this paper, means that the learning activities are organized in a sequence that permits each adult student to move at his own pace and work at his own level of ability, under the guidance of the teacher. Instruction is non-graded which enables each student to proceed as far as his ability permits. Individualized instruction is no one way of providing instruction, nor any one special approach. It is the process of custom-designing instruction so it fits a particular adult learner. An individualized program must be appropriate for each student. It is based on the premise that there is no one best way for all students, but there are best ways for each student.

The concept of individualizing instruction is often misinterpreted. Individualized instruction, as used here, does not mean that all responsibility for learning is turned over to the student. Nor does it mean that the program resembles an electronic arsenal with each student plugged into his appropriate socket.

Advantages of Individualized Instruction for the Student

Individualized instruction has many advantages for the student. Such an approach . . .

-- enables the student to proceed at his own pace and at his own level of ability through each subject.

-- establishes a one-to-one relationship between the student and the subject he is studying; helps remove the hostility feeling toward the authority figure, the teacher.

-- insures his privacy; for example, an inmate need not be embarrassed by his inability to read or pronounce words or by an inadequate self concept in the learning situation.

-- permits him to get instant feedback to his responses; immediate success, reinforcement, and rewards are gained.

-- provides instruction that in nongraded; each adult can proceed as far as his ability will permit.

-- provides time for the individual attention that students require, which is frequently denied in the traditional group approach.

Advantages of Individualized Instruction for the Teacher

Some of the advantages are that it . . .

-- frees the teacher from teaching many of the routine basic skills of a subject.

-- enables him to act in a professional role as a teacher rather than as a dispenser of information.

-- furnishes him with diagnostic devices; he knows at what level the student is working, how well he is doing, and provides the information necessary to make needed adjustments in the student's program.

-- gives him the satisfaction of more accurately meeting the instructional needs of each student.

-- allows him to spend more time with those students who need the most help.

-- puts the teacher and the student on the same side of the table.

A doubting Thomas may take the point of view that individualized instructional programs--through the availability of either hardware or software--will take the place of the teacher and put him in the ranks of the obsolete. Another frequently expressed concern is that such an approach dehumanizes the learning situation. Teachers in the fifteenth century expressed similar concerns when the printing press was invented.

If educational technology could displace teachers it would more likely result from poor performances on the part of teachers. Hardware and software used properly will take the load off the teacher for teaching many of the basic skills and content, leaving him valuable and much needed time to humanize learning--to spend time leading discussions, diagnosing individual problems, having conferences, doing follow-up work with students, examining materials, and planning for and listening to adults. In the traditional classroom situation teachers feel they can seldom find enough time to devote to these areas and often become very frustrated because of this inability.

Tasks to be Performed by Teachers in Individualizing Instruction

In order to make an individualized program function effectively and to get maximum benefit from the hardware or software used in the program the teacher must at a minimum perform the following tasks:

-- evaluate and diagnose the needs and the progress of each student. Teachers must have the information necessary to accurately place a student in a program.

-- individual study plans must be devised. The basic ingredient in individualizing the program of each student is the prescription of learning activities designed to meet his special needs. This is a step which should, as much as possible, be worked out cooperatively between the student and the teacher.

-- careful consideration must be given to creating an effective learning environment. Even though the student may be participating in a highly individualized program, the teacher must schedule his own activity very carefully. Time should be set aside for general supervision of activities, for small or large group instruction, for individual tutoring, for counseling, and for record keeping.

-- long range goals as well as short term learning objectives must be carefully designed. The student may have short term objectives in selected areas in reading and mathematics for example, but the teacher must be planning with the student for long range goals such as the achievement of the GED or of a vocational skill.

-- large group activities may be necessary to provide for various instructional needs. As important as the basic skills are for a majority of the inmates, education cannot stop with the 3 R's.

-- other tasks may include supervising paraprofessionals, rearranging physical facilities, checking equipment, and selecting and evaluating instructional materials.

Characteristics of Technological Tools

The technological tools have individual characteristics that often determine how they can be used. Examples of these characteristics would include the following:

. Sequence can't be changed in a filmstrip but can be changed in a slide set.

- Student progress can be influenced in different ways by linear programs or by branching programs.

- Video tapes, TV programs, and movies have their own pace and content. Teacher influence is largely confined to preparation for the viewing and follow-up activities.

- Transparencies can be effective to present broad concepts to groups of students but are difficult to individualize.

- Students with perceptual problems may experience difficulty with certain kinds of equipment.

- Commercial audio tapes must be previewed carefully for appropriateness of vocabulary level, concepts presented, etc.

- Vocabulary selection for language masters may not always be appropriate for adult students. Teachers may find it as effective to make their own cards and gear them to individual student needs.

- Most equipment requires that a thorough orientation should be given to each student.

- The amount of information presented can be controlled by technology. As a result, learning activities can be kept within the units of human information processing ability.

Technology Utilized in Ohio Learning Laboratories

The learning laboratories which have been implemented throughout the Ohio Adult Basic Education program often utilize a wide variety of technological tools including reading machines, audio and cassette tapes and various auto-instructional devices.

However, programmed material in software form remains the most frequently used means to individualize instruction.

There are a variety of programmed materials available which are valid for adults and which can give the flexibility required for an individualized program.

Student Response to Technology

Contrary to what many adult educators thought would happen, teachers in the Ohio adult learning laboratories report consistently that the disadvantaged adult, and particularly those most deficient in basic skills, react positively to the use of self-instructional techniques in an individualized learning situation.

Individual adult learners appear to differ as to their initial preference of the sensory avenues that they feel comfortable with in the instructional setting. Many adults appear to learn best through visual means. It has been the experience of Ohio teachers that a majority of the adult learners prefer to work with programmed materials presented through the printed medium rather than by mechanical devices. Other adults seem to prefer the auditory sense. Frequently an adult is enrolled in a learning laboratory who initially likes to work with tapes, records, and/or work with the assistance of a tutor, most generally a paraprofessional working under the direction of a teacher.

Irrespective of the approaches that have been used, the individualized approach has been received very favorably by a majority of the adults enrolled in the program. The privacy given to each student, the opportunity to be more of a master of his own fate, than in previous school experiences, the instant feedback and success, and much individual attention are contributing factors to positive student response.

Teacher Attitude Toward Technology

One of the first tasks to accomplish in the development of an individualized program using the various tools of technology is weaning the teacher away fromtraditional classroom methods.

Once the teacher accepts the fact that to be successful as a teacher, that he does not need to be the dominant factor in the classroom-the primary source of information, the explainer, the interpreter, the sage, the guru or whatever, then the atmosphere for successfully establishing an individualized program is much closer to becoming a reality. It has been the experience in Ohio as reported by teachers and administrators alike that once a teacher is trained, understands the concept of individualized instruction, and starts to function successfully, that tremendous self-satisfaction is gained and the return to traditional classroom methods no longer is desirable.

Instructional Materials in Adult Basic Education

Little has been said to this point about the selection of specific instructional materials. Obviously there are many good instructional materials now available. However, the different backgrounds and needs of individual students in correctional institutions make it rather presumptuous to suggest any specific instructional materials for a program. If it is planned to conduct an individualized program there is no one system or set of materials that can be recommended.

While specific programmed materials which have been successfully utilized can be identified in the Ohio program, it is more important to emphasize the importance of matching the instructional materials or technological tools to be used with the characteristics and needs of the student.

Following is a rather generalized guideline for the selection of programmed materials:

Preliminary Information

- Completeness of package-student materials, testing system, record keeping methods, teacher's manual
- Indicators of effectiveness for adults-author competence, reviews by curriculum specialists, opinions of teachers
- Cost in relation to available funds

Program Content

- Interest to adults
- Appropriateness of vocabulary
- Clarity of writing style
- Supportive content-previews, reviews, pretests, quizzes, tests
- Suggestions for enrichment activities

Concept Presentation

- Sequential introduction of ideas
- Single new idea within each frame
- Spiraling of previously presented ideas
- Sequence that leads toward objectives
- Variation in presentation mode
- Pictures, diagrams, and tables as needed

Student-Response Items

- Well chosen questions, fill-in-the-blank sentences, and problems
- Clearly written response items
- Variety in types of response items
- Relevant responses called for
- Appropriate number of response items (not too many per frame)

- Appropriate cueing (not too simplified or repetitious)
- Provision for response errors and concept clarification
- Ease with which a student can check his responses

Keys to the Success of an Individualized Program

In the operation of the Ohio learning laboratories several areas have been identified as keys to the success of an individualized program. They are summarized as follows:

-- a separate room--or a suitable alternate such as a library, an industrial arts or home economics room, or a classroom with adult-size desks and table--should be available for use as a learning laboratory.

-- storage areas and shelving, both with easy access, should be available for instructional materials and equipment.

-- programmed materials, and related equipment, should be carefully selected on the basis of the contribution they can make to the educational objectives of the program and on their appropriateness for adult use.

-- materials should be shelved or stored in an organized manner, preferably arranged by subject areas and internally organized by reading levels.

-- each teacher should be carefully selected and, before being assigned students, be assisted in understanding the needs of adult learners and allowed sufficient time to familiarize himself with the program he will be using.

-- teachers should have pre-service and in-service training.

-- students should be interviewed, tested, and counseled individually and given a thorough orientation.

-- orientation should include completion of a basic information form, clarification of student goals, discussion of programmed learning concepts.

-- accurate student placement is essential. Frequently students should initially be placed in one program only (usually reading or English), with a second program added later--when student ability and progress merits.

-- program assignment should be at a level where the student will achieve with eight-five percent or better proficiency. Some experts in the field recommend ninety percent proficiency.

-- students who are functionally or totally illiterate, may require small group or individual instruction in phonics and other basic reading skills before being assigned programmed materials.

-- a system for keeping necessary records should be developed and current files should be maintained for each student.

Potential Trouble Spots in Individualized Instruction

The individualized approach through the utilization of software or hardware can experience problems, particularly if . . .

-- a wide selection of programs is not available--programs that present similar concepts on the same reading levels, and that present similar concepts at various reading levels, and that are written by different authors so that student learning style and progress can be matched to author teaching style.

-- a supervisor hands his teachers programmed materials and expects them to proceed without a knowledge of programmed learning and self-instructional techniques.

-- the teacher does not have a thorough knowledge of the role of individualized instruction in meeting student objectives.

-- the programmed materials are poorly written or inappropriate and the teacher is not aware of the problems because he did not work them himself.

-- the teacher has not determined the prerequisite skills a student needs before being assigned to a particular program.

-- the student is not oriented properly to programmed learning--how it differs from traditional learning; what the learner must give to the program; and what he can expect.

-- the reading level of the program is not compatible with the reading level of the student using it.

-- each student in a class is lock-stepped through a set of programmed materials, doing every frame whether he needs the information or not.

-- a student used programmed materials exclusively with no human interaction.

Conclusion

It would seem that the adult learning laboratory concept utilizing a wide variety of programmed materials and technological tools can be modified to develop an effective individualized program in the correctional adult basic education program. In addition to helping the teacher plan a program to meet the individual needs and abilities of students, such a concept would help the educational program adapt to various lengths of terms that inmates may have. Inmates could enter and leave the program at any point without suffering any setback in their educational program. By letting technological tools and programmed materials present basic skills, the teacher is freed to provide the individual attention that each student requires. It is possible to operate a program which permits each student to move at his own rate and at his own level of ability. The student can experience instant feedback, reinforcement, and success in the learning situation, often for the first time.

There are critical management decisions that must be made in implementing an individualized program. It is essential that teachers and administrators work together as a team in making such decisions and in planning the instructional program that is to be implemented. Haphazard or fragmented planning can only lead to frustration or disappointment for teachers and students alike. However, with the aid of technology, the teacher can devote a much larger part of his time to counseling, tutoring, guiding and motivating the individual student. If certain instructional tasks can be accomplished by technology through hardware or software, then they should be done so and not by the human being. The human being, the classroom teacher, should do those things that technology cannot do. In the process, teacher, learner, and learning all will benefit.

THE IDEAL ADULT BASIC EDUCATION PROGRAM FOR A CORRECTIONAL SETTING: VIEWPOINT OF THE OFFENDER

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Preface

In August of 1969 I began serving an eighteen month sentence on a charge of possession of counterfeit plates. Prior to this, I operated and continue to own a printing shop in southeastern Missouri, where I also worked as a substitute teacher in the school system. It was with this affiliation with educational systems that made me aware of the continuing importance of education in America today, especially of young adults.

During the term of my sentence, I participated in a variety of educational programs in two of the three federal institutions where I served thirteen months, the United States Penitentiary, Terre Haute, Indiana, and the United States Medical Center for Federal Prisoners Camp, Springfield, Missouri. It was at MCFP where I became increasingly aware of the need for education, especially among the increasing number of youthful offenders, most of whom were high school dropouts.

While at Springfield, I was assigned to the records section of the Education Department, where I worked until I was released in July. In August, the same clerical position I had held while an inmate was opened to a civilian position. I applied for this position, and through the help of Mr. A. R. Ellard, Supervisor of Education, and Dr. Pasquale J. Ciccone, Director, I was employed. Resultedly, I am the first ex-inmate in the history of the Bureau of Prisons to return to the same job in a civilian capacity that I held in the same institution as an inmate.

I am grateful to Dr. Ryan for the opportunity to express my opinion concerning the educational systems in the federal penal institutions. These comments are strictly from my own observation, and are not intended to be critical or ridiculing of any particular institution or staff member, if they appear to be so.

Introduction

The primary deficiency that exists in the federal penal institutions today, and perhaps the most critical, is that of improperly administered, poorly conducted, ineffective educational programs. To remove or correct this deficiency would not result in a perfect program, but would provide the institution with a more ideal education system.

My first encounter with the penal institution classroom came while I was at Terre Haute. The class was an art class, where the student worked on his own, more or less free to do what he wanted and to work at his own rate of progress. The first few nights in this class soon made me realize that the class lacked personal guidance. The instructor was one of the leading artists from the central Indiana area, but was greatly handicapped because the class was too large for him to give any great amount of personal supervision to each student. And, too, we were even more handicapped by the lack of supplies to work with. Those we did have had to be kept locked up for security reasons, necessitating inconvenient trips to a special storage area each time someone needed something. Moreover, the institutional budget had been reduced to the extent that new supply purchases were nearly extinct. So many of the materials we did have were frequently "borrowed" by other artists who were not even enrolled in the class, to do paintings and other art projects which they sold for their own profit or bartered to other inmates for cigarettes and other commissary items. The teacher in this class, and as I understand, those in all the other classes, had virtually no control over their own class; they had little authority to work with the students, and no authority on providing the tools to work with. There were constant conflicts arising between the non-student inmates and the instructor, as well as between the student and non-student inmates over the issuance of art supplies.

In comparison, the high school where I had graduated and where I experienced most of my substitute teaching adopted quite a different policy regarding individualized instruction which might well be adopted by institutional educational systems. All instructors were provided with whatever materials and tools they needed to work with. Items which had to be kept locked up were transported to the classroom on a mobile cart, then returned to the storage area following class. They were provided with teacher's aides, quite frequently student teachers and college students who assisted the instructor with the necessary record keeping and supply distribution and maintenance. This left the teacher with more time to devote to what his purpose was--teaching. It gave him more time to devote to personal guidance and instruction with each individual student. Often, the teacher's aides themselves would assist the students personally. In my opinion, the penal institution classroom should have at least one teacher aide for each teacher to provide the necessary individual attention each student needs and deserves. The instructor's primary goal is always the consideration of the individual student and his needs. No two people are ever alike; their tastes, interests and desires all differ.

Education Orientation

The educational orientation of the new inmate is the most important part of his incarceration orientation. He must be made aware of his skills and talents, and must be encouraged to pursue and improve these. He must not be led to believe during his educational interview, that class and schooling means just attending class in a hot, stuffy classroom, listening to hours of lectures and enduring long examinations.

If the new inmate has no formal education or is a high school or college dropout, he must tactfully be encouraged by the interviewer to complete his basic education by obtaining a high school diploma, and then pursuing a trade training. The interviewer should stress the fact that he can earn so much more money after release by having obtained job skills and a formal education.

The interviewer must show the new inmate a deep interest in his welfare, and that he has a personal contact with the achievement of his goals. He must never treat him as if he is just another face in a crowd, another number on the books. The new inmate will feel too burdened with the usual problems of confinement to have an interest in any educational activity--problems with families, loved ones, attorneys, the courts, sentence status, etc. All of these will at first deter the inmate's mind away from education and toward a settlement of these problems. But a staff member who shows a genuine and deep interest in the new inmate, will give him an incentive that the results of an education will help to solve most of the problems during his incarceration. The interviewer should outline briefly just what is available in the education facility and welcome him to participate in it. By the same token, he should not give the impression that he is forcing the education program on the inmate, or that the inmate's chances of parole are nil if he does not participate in it. The educational program is available; the new inmate will naturally show some hostility toward getting started in class at first. Most of them do. But in each and every case, they will think about what is offered and how it can help them. When the hustle and bustle of the day's activities grinds to a halt in the evening, the new inmate lies on his bunk, staring into space through the ceiling, finally realizing that what he's been missing is all available in the education department.

Basic Academic Education

The primary goal of each institutional staff member should always be to stress the fact that everyone is capable of obtaining a high school diploma, whether by attendance in the high school classes, such as at MCFP's own Lakeshore High School, or through GED preparatory courses. By being a high school graduate with a year of college, I had little interest in any high school activity within the educational facility, although I was glad to see that it was available for those less fortunate than me. And I was even more elated to see the number of inmates who did actually care about their future to participate in it.

The curriculum of the basic academic education must begin at whatever level the prior education of the inmate ceased. To begin with, the inmate should be able to read and write to be educationally functional. If he can not, he should be enrolled in programs similar to MCFP's Each One Teach One, which has proved successful. In this program, instructors work individually daily with the inmate, covering all phases of reading and writing instruction...one teacher and one inmate at a time.

From these primary stages of educational development will come the need for the more sophisticated areas of education--mathematics, language arts, literature, social studies, science--depending on the length of sentence the inmate is serving and the time he wishes to devote to his own self-improvement program. Most men are incarcerated for a time long enough to obtain the basic literacy skills and the elementary levels necessary to progress toward a GED diploma.

Vocational Education

The vocational education section must consider three important aspects before an inmate training curriculum is started. First, consideration must be given to the type of work the inmate did before he was incarcerated. Second, and perhaps most important, his interest must be considered. Third, his release plans must be considered. It is pointless to train a man in auto body repair if he is to be paroled or released to some small community in the desert southwest where there is little or no demand for body repairmen. By the same token, it is pointless to train a man to be a plasterer if he has no interest in the building trades or has worked as an x-ray technician. If a man comes from an urban area and plans a release back to an urban area, he should be trained, or, if he has interest in another field, retrained for work in that area. If he plans to reside in a rural area, he should receive training that would enable him to be productive in a rural area.

Another vocational goal that is the responsibility of the institution should be that of maintaining current vocational training procedures and equipment. With new developments and techniques in nearly every area of job training, it is absolutely necessary that both instructors and teaching aids be updated constantly. Teachers should be sent to seminars and trade training schools whenever offered to enable them to keep abreast of new trends. Equipment should be revamped or replaced to assure that the inmate being trained can adequately perform on the job what will be expected of him.

The vocational program should not be limited to manual trades. As has been shown at MCFP's Manpower Development Training program, the inmate is offered a full range of semi-professional and technical vocation programs, taught by certified, skilled teachers.

Secondary Education

Secondary, or higher education in the form of college courses should be available to round out the complete education program for the penal institution. A complete college curriculum should be organized and offered to the inmate body. This could be in the form of correspondence courses, institution classes taught by college instructors, or college campus classes for those inmates who would qualify for educational furloughs or a daily education release to attend classes on campus.

Such a program would give the institution a workable program that would provide the inmate a continuing opportunity after his release. It has been my experience that many released offenders have wishes to continue their education which they started while confined.

Social Education

Many offenders do not care about themselves, about being economically and socially self-sufficient because they do not care to recognize the type of environment which they are in. They are ignorant of what their society is as well as their role in it. The offender should be trained to recognize the various types of society, from the city slum ghettoes and their bustling activities of looting, robbery and destruction from which he perhaps came, to the ghost-town-like communities where even life is lifeless, and all the ways of living in between. He should want to redirect his goals to the extent that he not want to return to the environment from which he came. I do not necessarily mean that he should not want to return home to his wife and family or parents, if this is the case, but should try to recognize and avoid an environment that is criminally conducive.

I chose not to return to the community from which I came. The crime rate there rose even more sharply during my brief incarceration; I knew it would continue to rise more. The fact always remains that I now have a criminal record which will follow me as long as I live; I will always be a suspect in any criminal activity in whatever area I am in. And there yet resides the very ones who had helped to put me in prison.

Social education in the form of participation in the institutional activities of outside groups will help to instill a self-confidence in the offender to the extent that he will know that he is able to return to the streets and regain a role of participation in the same activities as others. Members of civic groups, clubs and religious organizations are always welcomed in any institution, for such activities help to relieve the ever-burdening reminder that the inmate is still being punished by being kept behind bars. Its absolutely pointless to isolate the prisoner from the society he will return to. The interest these groups stimulate shows the inmate that there are ones on the outside who do care about them. For those inmates who qualify, educational excursions, field trips and employment furloughs should be planned. This trust and warmth gives the inmate new insights into establishing wider horizons for himself as well as a better foundation upon which he can base future release plans.

I personally experienced participation in prison-sponsored Jaycees, Toastmasters, AA, and religious groups in hopes of building myself to become a more socially productive individual. These activities became so interesting that I actually wanted to continue with the very organizations I had once ridiculed and scorned prior to being jailed. This, coupled with the orientation ideals provided by the new release readiness programs, gave me the degree of security and mobility I needed the day I took those fourteen steps to freedom out the front gate.

Special Interest Education

Quite often the inmate will express an interest in taking a course of study simply for the enjoyment of learning something new. He will actually have no purpose in enrolling, perhaps just for the sake of enjoyment and to pass the time more profitably. I observed that a large number of inmates derive a great deal of enjoyment from Terre Haute's typewriter repair class, and MCFP's small engine repair and outboard engine classes. While receiving valuable training which could result in part or full-time jobs in these areas, they are at the same time keeping themselves busy and productive.

I obtained a great deal of pleasure attending the Great Music class and Great Book class while at Terre Haute. We were granted use of the stereo tape and record sound system in the large chapel for our music class two nights a week. Selections heard were requests of the inmate members and three hours were spent listening to the great classics each of the two nights. The Great Books class received equal enthusiasm among its members.

Summary

For the adult basic education system to function in a correctional setting, the six areas just covered in this work--education orientation, basic academic education, vocational education, secondary education, social education and special interest education--should be at the disposal of the inmate. It must be a program of coherence, continuity and adherence, and should not be programmed by the inmate or the institution to end upon the release of the inmate. The effectiveness of such a well established and maintained program will be reflected through the progress of the ex-inmate in society.

THE NEEDS OF THE OFFENDER

Arthur Dilworth
Minnesota Department of Corrections

The purpose of this conference is to focus on educational management in a correctional setting.

You come to this conference as educators and as administrators of correctional institutions. I come to you as one who has been a recipient of half-hearted attempts at such programs. I have gained my Ph.D as a criminal--for a time I was a professional convict. I have retired from the business now, and am now on your side to help bring about changes which are overdue. I have marched to a different drummer, and have earned the right to help you, but I speak from a different soapbox.

Education can span the gap between custody and treatment. It can be the first step, and the most important step in effective treatment.

It does not take a professionally trained person to see that one thing lacking in many, if not most offenders is the inability to function in an academic setting.

An offender has been fighting the system all along -- that's what got him into the bind he finds himself in. The school is part of the system. In fact, school in most cases is a person's first contact with mass society. Up to the time a person enters school, he is at home with his family most of the time. It is in the school where he can, if not properly handled, first stray from all efforts to teach him the basics of socialization. In school he learns not only reading, writing and 'rithmetic but also how to socialize and how to respect the rights and property of others. "Respect the rights of others" -- that means don't push at the water fountain, and "Respect the property of others" -- that means don't boost Mary's lunch money from her jacket pocket.

If the school fails the child, then the child in turn will fail the school and the whole fabric of the social spectrum is pulled sideways. Then conferences like this one are required to repair the damage.

My qualifications and contribution to this conference, if any, come from many years participation in your educational programs. Some were good. Some were very, very bad.

My first years in public school turned me off. As I look back, I remember these things. Spare me the charge of paranoia: these things really happened.

All the shabbily dressed kids sat in the back of the room. The kids in front got the boxes of new crayons -- the broken ones were left for us kids in back.

The teacher never once asked me if I understood what she was saying. Me. Art Dilworth. She didn't care. The teacher was never interested in me as a person. I knew the answers. I raised my hand. The teacher passed me over and picked a white kid. He knew the answer. He got a gold star for his answer. I didn't get a gold star.

I had no parent to help me, to encourage me, to serve as advocate between me and the teacher. I had no mother: my dad had to work hard and was unable to visit the school.

The school failed me by not offering me the chance to participate on the same level as the more economically fortunate child. I was good at fighting but there was no boxing program. Whenever I got into a fight I was sent to the Principal's office and when I came back the teacher said this was the way she "expected a kid like you" to behave.

Note: It's happening yet today. Last year a junior high principal in Minneapolis admitted saying in front of a whole classroom of kids, "Evidently you didn't learn anything at Red Wing."

As a result I shied away from school, as later I shied away from church activities, from responsibility, from the moral code of the "square johns" and eventually away from the body of law. I lived by the code of the alley commando.

In school I not merely ceased to learn -- I tried not to learn.

But survival, even in the alley and the ghetto, depends in part on the ability to read and write. My only interest in arithmetic was to add up the numbers on the dice, and figure out my winnings in the crap game. My need to read grew from the necessity to read the racing forms, from the need to forge signatures. Dictionary reading became a habit: it helped me develop the vocabulary I needed to sway the pigeon.

I was a good pupil. At the age of 12 I found myself in my first institution and from then until I was 34 I was in more than I was out.

Many of the things that happened to me in grade school were repeated in institution schools.

I got my high school diploma in 1966 through an MDTA program and I have been studying at the University of Minnesota since, off and on.

My story is not unique. I present my own case only as an example, demonstrating the need for a sound and well-structured program in correctional institutions. Above all, we need teachers who have soul, who care, who give a damn about a guy's getting an education.

Of course, I bear in mind that the offender himself committed the act that brings him to prison, but this act is seldom the first offense that he commits against society. Rather it is the last act in a series of battles against the society that he sees as an enemy. And he takes into prison this angry resentment against society.

Now let me, from my soapbox, tell you what I personally found in prison and what you as educational personnel in other prisons must, if you remove your rose colored spectacles, find in the prisons you are working in.

An inmate from the point of his arrest to his ultimate discharge from the system has the feeling that he no longer exists as a human being. The whole system militates against a man's remaining an individual -- a real person. The system deals with the offender as a number, as a statistic, as a "case." The system puts a number on a man's back and the sooner he buys the idea that he is no longer a real live person, the sooner he becomes a "good prisoner." This "good prisoner" is convenient for the prison, but it's inconvenient for the "case" as he re-enters the free world. A "good prisoner" is a bad candidate for citizenship.

What can an educational system in prison do to alleviate this problem?

The first thing that the basic education program can do is to convince the average uneducated slob in the cell that he needs an education. The educator, a man or woman with four years of college can't just come into the joint and tell Joe Convict, "Joe, you need an education. Look at me' I would not be where I am if I hadn't been to college.

This, 99 times out of 100, even 102 times out of a hundred will turn Joe off.

Why?

The teacher hasn't lived the socio-economic letdown of the offender that ultimately led to his incarceration. Perhaps Joe was even born down. Perhaps he has never been let down. His crime may have been his effort to get up. The teacher can't stand there and tell him that he needs an education for this reason.

The teacher can't identify with Joe. No matter how hard he tries, he can't do it. The teacher will go home tonight; at 5 o'clock his day ends. He goes home to a family. The gate closes behind him. The offender goes back to his numbered cell where the misery and memories of freedom lost are his only companions.

Since the teacher can't identify -- what then can he do? How can he serve an inmate?

He has to demonstrate his honesty and sincerity first by not being afraid. He has to know and to show that he knows that these terrible people in prison are not out to murder him. Some teachers arrive at their jobs and at the first sign of disorder they run scared.

He has to demonstrate his sincerity by small kindnesses. Very few kindnesses are demonstrated by custody people in institutions: that's not their job. They order. They demand. They compel. A teacher can, on the other hand, by exercising courtesy and friendliness change the day for Joe.

the teacher is sometimes the only contact Joe has with someone not an authority figure. If Joe doesn't get visits from his family, the teacher represents the whole of the outside world.

The teacher has to want to teach -- not just do it as a job. If he cares, it will come across to the offender.

One mistake a teacher can make is that he can consider the inmate as one unit in a series of statistics. Research is necessary for program advancement and future planning, but the student must not feel, or even know that he is being researched. Or that he is a single entity in a series of tables and charts. He must know that he is a person -- not just a point on a graph.

The first point, then, is that the teacher must convince Joe that he cares: the second point is that the teacher must be willing to accept Joe's help.

The offender must be made to feel he is a contributor -- a contributor to the classroom and, by extension, to society. The offender must know he has something to offer. Often he has been told that he will never amount to very much. When society tells a man this often enough, he will eventually begin to believe it, and will act accordingly. A teacher must, by skillful and subtle means, strive to halt the downhill trend. If the offender can learn to communicate on a one to one basis with the teacher, then he can be convinced that he has something to offer. The key word here must be interest. Initially and wherever possible this one to one basis must be used.

In whatever prison there is a screening process for candidates for a school program -- there is the first opportunity for contact on a one to one basis. Ample time should be allowed for the teacher to become acquainted with the student and his academic needs.

Some of you, on the other hand, may come from states where a condition of your parole is to learn to read and write before release. You people just sit there and be ashamed of yourselves. I'll get back to you later.

The next point has been touched on obliquely before. The teacher must come across not as a guard or as a member of the security force. This posture on the part of the teacher, that of being clearly separate from custody, must be evident at the first meeting or you've lost Joe before he begins.

Every single thing the offender does wrong inside the joint he's graded on. If he steps out of line he gets written up on a disciplinary report. Although every effort must be made to maintain firm and fair discipline, special care must be given to avoid the teacher's appearance as a guard in civilian clothes. I'm not going to pursue this point. As professional educators, you are aware of the thin line between freedom and chaos and between discipline and dictatorship.

Another point that should be made, although I am sure you are also aware of it, is that learning should be done together -- teacher and pupil.

The first class session for any teacher is going to be the test. The pupil -- not yet in reality a student -- is going to be talking when he should be listening. He's going to pull many of the same shennanigans that you, as educators, have seen in a regular classroom. This school business is a small new freedom within the confines of the walls. If the teacher can meet this test without resorting to traditional correctional discipline tactics, and remain firm, fair and friendly, then he gains the respect necessary to change a pupil into a student, and half the battle is won.

For example, Jim Inmate is deliberately disrupting your initial introduction by talking. Keep your eye on him. If he is a leader, then he can be used as a tool. If you can sell Jim on what you're doing, then you'll get the whole class. If Jim is not a leader, then sell yourself to somebody else and the class will turn Jim off by ignoring him or something more effective. They have ways, believe me.

Even better, if Jim is convinced that the teacher cares, then he can be led to help him.

Let me ask you, gentlemen. Have you considered asking any of your offenders to help you plan your program? Have you, really? Or are you just meeting here to decide what you think they need to know.

Why not ask them?

Why not let them help develop your curriculum?

Let him teach you what he needs to know.

Dick and Jane is not for this mob, gentlemen. A panel of inmates should help with the planning of the course logistics, as well as the curriculum. Sometimes it may be necessary to depart from the traditional means of teaching so that the inmate may teach you something. He may want to tell you a story -- not quite in line with what you happen to be teaching that night. But this may give you a chance to get insight into this offenders real needs, and they may not, just that minute, be the table of 7's. He may need to get on his soapbox from time to time -- as you are giving me this chance to use my soapbox. If you can spare the time to listen to him, then we will be learning together.

You are teachers. You know that one of the best teaching techniques for a 7th grader is to let him plan, prepare and present a lesson. These are 40 year old men. They have never had a chance to do this. If they ever got into 7th grade back outside, they never had a teacher let them lead the lesson, believe me. If you can make a 7th grader bloom by trying this technique, imagine what it can do for the self-esteem and confidence of an adult who has probably never been offered an opportunity for success like this one.

If you come to an inmate with a curriculum that's well planned for rounding out his bag of information, but the inmate hasn't agreed that what you're trying to teach him is going to be useful to him -- he'll tell you to shove it. Prove to him that this will improve his social status, prove to him that it will increase his earning power, prove to him that this will make hime more able to cope with what brought him there in the first place. You may have trouble convincing Joe that knowing the names of the planets in order from the sun will make him a success with the ladies. But IF you can, then he'll learn them, from Mercury to Pluto.

Few, if any, come to prison by choice. The same things that led Joe to prison are still out there waiting for him. They'll be there when he gets out. Simply stated, what happens to Joe when he gets out depends in a large part upon what happens to him while he is inside. Joe's lack of education can be changed, even though the street that awaits him cannot change. A sound educational program, properly administered, with Joe's interest in mind, and carried out with his cooperation can very well change the socio-economic pattern for Joe upon release. Although let's be real -- let's not kid ourselves -- a sound educational program is not the only thing Joe needs before he comes out. Admit it, giving every single convict a high school education is not going to put the prisons entirely out of business.

Now that I've insulted you, let me go on and surprise you with another theory that just might work.

You've now let the inmate contribute toward the planning of the educational program. You've let him do some of the teaching. How about inviting the ex-offender into the Prison to help. Bring a second arm in on the planning -- bring in a graduate from the institution.

Find a guy or two who recently were discharged from the institution or from parole. They will have nothing to gain or lose by complete candor and honesty. These men can be another tool in teaching. Perhaps your state has a rule against bringing an ex-inmate inside to your planning session. Perhaps not. To omit them would make the job harder. To include them will make your job easier. This guy is "making it." To include him in your planning and presentation will not only feed valuable information into your program but will also expose the inmate student to first hand knowledge of the value of education. He will accept it from his peers where he will not accept it from the teacher, as we mentioned earlier. The ex-offender will have a bigger soapbox to stand on. He can talk to the inmate in his own language.

Your parole boards and the field officers are the persons to locate these ex-inmates. When you approach the ex-offenders, don't offer them money. If you pay a man, he'll tell you what he thinks you want him to say, and you'll lose the honesty and spontaneity you need. You should, however, offer to repay him for out-of-pocket expenses, but don't give him a fee. Ask him to volunteer. Give him, too, a chance to experience some small successes above and beyond his success at staying out of the institution.

Now to get back to those of you who come from states where literacy to some given degree is a condition of parole. Are you really ashamed of yourselves? If this is your state's system, then it's a bad system. Who are you kidding? What are you going to accomplish?

Learning should be a pleasure. Compulsion makes it a pain. To force a man to learn to read and write as a prerequisite to release gives him a new tool to use against society. You're forcing your will on him and he's going to fight you -- if not inside, then outside after he's released. You've forced upon him a weapon to use against the world -- a more versatile weapon than his fist. Where once he may have had to deal in unsophisticated crime -- by virtue of the fact that you forced him to do something against his will, he can now go on to higher things. There's all sorts of neat crimes like forging checks, writing kidnap notes, etc. Don't laugh! On one occasion in a Midwestern institution I personally heard a deputy warden tell an inmate, "You better learn to read and write before you get out, or you won't make parole." He went on to say that they had to have a better showing in their educational program than they had in the previous year. This inmate was in for non-support. When he came back, he came back for forging negotiable bonds. Some educational program!

In summary, let's review what the offender really needs, as I see it.

First, he needs to be convinced that he needs an education.

Second, he needs your interest and not your fears.

Third, he needs to know that the teacher and you, the administrator, care about him as a person.

Fourth, he needs to be sure that what you are teaching him is going to be of use to him in some real way.

Fifth, he needs to help in planning the program and the lessons, and he needs to be encouraged to do so.

Sixth, he needs to hear from some of his peers who have been out and succeeding. They too must be involved in planning and implementation of your educational program.

These are only some needs of the offender. As you become more involved with him you will gain more insight into their needs. Bear in mind that you are dealing with a thinking human being, and not a statistic.

If you include these factors in your planning your program has a better than average chance of success. If you do not, you may very well be their next victim.